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ABSTRACT

The Brazilian Literacy Movement (MOBRAL-El Movimento Brasileno de Alfabetizacion de Adultos) is discussed in terms of its legal and conceptual bases, organization, participants, technical aspects, and effectiveness. Established by law December 15, 1967 to lower the illiteracy rate in Brazil by improving educational opportunities for the population, it has established four main programs: (1) functional literacy teaching, providing six months of primary education; (2) integrated education, a year-long supplement to primary education; (3) community development, two months of community oriented education; (4) cultural MOBRAL, reaching Brazilians through mobile libraries, radio, correspondence courses, and cultural posts. Background is given on the educational and economic problems of Brazil and their interrelationship. Literacy teachers, by the end of 1972, had involved one out of every six Brazilians aged 15 or over in MOBRAL activities. Initial success has been attributed to: government interest on the local, State, and national level; technical and financial independence; and the availability of educational materials and teachers. Tables give illiteracy rates in terms of region, age group, and sex. Five appendixes provide texts of the law establishing MOBRAL, regional and municipal agreements, a list of teaching materials used, and a bibliography. (LH)

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MOBRAL - The Brazilian Adult Literacy Experiment

Study prepared by
The Unesco Regional Office
for Education in Latin America
and the Caribbean

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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Preface

As one of the consequences of the Third International Conference on Adult Education, held in Tokyo from 25 July to 7 August 1972, the Unesco Secretariat decided to undertake, in agreement with the Ministry of Education and Culture of Brazil, a study of MOBRAL, the Brazilian Literacy Movement.

The present study has been prompted by the importance of the work accomplished by MOBRAL within Brazil and its impact upon Latin America and the world in general. Thus its inclusion in the Educational Studies and Documents series constitutes a valuable addition to the number of publications on adult literacy in the world, initiated with Nos. 5, 9 and 10, concerning the functional literacy experiments undertaken in Tanzania, Iran and Mali respectively. This study will be of interest not only to development specialists, educationists and administrators but also to all those who are concerned with the problems involved in the campaign for the elimination of illiteracy throughout the world.

The Unesco Secretariat entrusted the Regional Office for Education in Latin America and the Caribbean with the task of carrying out this study. For this purpose, the Director of the Office, together with a number of its specialized staff, visited Brazil in order to gain a first-hand knowledge of the work being done by MOBRAL in numerous areas of the country. In addition to these visits, they interviewed the senior directors of MOBRAL and technical staff at the various administrative levels, and consulted an extensive range of documentation. During the drafting of this study, the Executive Secretary of MOBRAL, Mr. Arlindo Lopes Corrêa and his colleagues provided further information on all aspects that the Regional Office thought it necessary to consider in greater detail. Unesco wishes to express its sincere thanks for such generous co-operation, without which the preparation of this publication would not have been possible.

Readers who wish to obtain further information are invited to address their inquiries to: MOBRAL, Caixa Postal 56.036, Rio de Janeiro, GB, Brazil.

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Note to the reader

As far as possible, the information contained in this study has been based on the results achieved by MOBRAL up to May 1973. Wherever financial figures are quoted, the cruzeiro has been calculated at the rate of exchange operating on 3 May 1973, namely, 6.06 cruzeiros per United States dollar. Bibliographical sources are listed in Annex 5 and are indicated in the body of the text by numbers in brackets. All data not supported by bibliographical references were furnished by the directors of MOBRAL or were collected in the field by Unesco officers.

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Chapter 1

The problem

THE GENERAL CONTEXT

In order to understand the problem of illiteracy in Brazil, and to appreciate the magnitude of the efforts being made to eliminate it, it is necessary to situate these two realities within a broader context, namely, the process of national development.

At the end of 1972, Brazil had a population of 100 million, a figure which represents one-third of the total population of Latin America and, for size of population, Brazil comes seventh amongst all the countries of the world. The rate of growth of population during the past decade was 2.9%. The geographical distribution of this population is highly irregular: while its density is approximately one inhabitant per square kilometre in the Amazon region, in the South-East, the most highly populated region in the country, it rises to 44 inhabitants per square kilometre.(1)

In 1972, the gross domestic product amounted to 300,000 million cruzeiros (50,000 million dollars), representing an annual per capita income of some 500 dollars.(2)

In recent years, certain indices, showing a rate of economic growth which has few parallels in other Latin American countries, have drawn attention to the so-called "Brazilian development model".

The national product in fact increased by 9.5% in 1970, by 11.3% in 1971 and by 10.4% in 1972.(3) The economist Mario Henrique Simonsen, President of the MOBRAL Foundation, adduces the following factors to explain this growth rate: "By and large, this model is founded on the orthodox view that all development processes must be supported by the three pillars: economy, confidence, trade. The first requirement for rapid and sustained growth is the maintenance of a high rate of saving, making it possible to finance the investments needed to secure such growth. The second is the maintenance of a climate of rational thrift, stimulating confidence among producers and investors. The third is the existence of an expanding trade, capable of continuing to attract new investments and to increase output".(3)

The confidence which exists in Brazil's economic future finds concrete expression in the fact that in 1972 the influx of private foreign capital amounted to 3,800 million dollars. A suitable balance has been achieved between private enterprises, State-owned undertakings, which in Brazil are of major economic and strategic importance, and foreign concerns.

The struggle to control inflation has had the result of reducing it to approximately 20% in recent years and to 15% in 1972. The implementation of three policies contributed to the achievement of this result: the adjustment of wages and salaries in accordance with a mathematical formula taking account both of the loss of purchasing power of the salary and the anticipated inflation for the period during which the new salary is to be effective; monetary adjustments, making it possible to up-date, on a par with rates of inflation, the nominal value of public utility services, public and private securities, rents, long-term loans, mortgages, taxes, etc., thereby continuing to attract investors; thirdly and lastly, a flexible exchange rate which, through the operation of a system of mini-devaluations of the national currency at short intervals, has diminished the adverse psychological consequences which are a feature of major devaluations and has discouraged currency speculation.

From an analysis of the links between Brazil's economy and that of the rest of the world, it emerges that the enormous influx of foreign capital has resulted in a rapid increase of the gross national debt, which rose from 2,942 million dollars in 1964 to 10,170 million dollars in 1972. There has, however, also been an increase on the one hand in national reserves (from 244 million dollars in 1964 to 3,953 million in 1972) and, on the other hand, in exports (from 1,430 million

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dollars in 1964 to 3,990 million in 1972). The pattern of these exports has undergone some interesting changes, showing a decline in the volume of agricultural produce and an increasingly rapid growth in that of manufactured products, which in 1972 accounted for 28% of total exports.

In applying this model, the Brazilian authorities opted in an initial stage for an economic policy in which priority is given to increasing the real national product rather than to improving the distribution of the national income. The results of the 1970 census showed that the indices for the concentration of the national income in certain sectors became increasingly accentuated between 1960 and 1970, giving rise to certain controversies, concerning which Simonsen remarks: "The important point is that, before these discussions, the Government reaffirmed its faith in the productivist doctrine, declining to foster an improvement in the distribution of income by adopting large numbers of measures affecting salaries, or indeed by any other measures which might jeopardize the future growth of the economy. Obviously, the Government is concerned about the problem of income distribution; however, the whole series of measures taken in this connexion is designed to solve the problem in the medium- and long-term without jeopardizing the rate of saving and the possibilities for growth". (3)

Among such measures, the efforts to promote the universalization of education occupy a foremost position. In the past eight years, the share of the gross domestic product going to the education sector has risen from 2.2% to 3.9%. If the proportion of children receiving primary education is to reach 80% in 1974, as is planned, enrolment will have to have increased by 35% between 1970 and 1974. In the case of secondary education, the anticipated growth rate for that period is 100%, while for higher education it is 90%.

In this context, the existence of almost 18 million adult illiterates in 1970 constituted a fundamental curb both upon individual advancement and upon national development. Sustained economic development would be made possible only by substantially modifying the present educational pattern of the working population and training it, by a wide range of educational means, to perform its rôle in the nation's productive life at higher technological levels. This explains the decision, adopted at the highest political level, to reduce the illiteracy rate within a decade from 33% to less than 10% - a task which is the raison d'être of MOBRAL.

The undoubted success which is being achieved in this task could not, however, be explained solely by the high priority which has been given to it or even by the favourable economic situation in which the country finds itself.

Serious social problems undoubtedly subsist in Brazil, and of these illiteracy is only one aspect. Brazil is more than a dual society, such as is frequently to be found in Latin America; it comprises a number of different economic, social and cultural areas. There is a gulf of many centuries between the culture of the Amazon aborigines, for example, and the civilization of the coastal areas. However, the country is changing at an increasingly rapid rate. In recent decades, the building of Brasilia served as the spring-board for an imaginative but withal practical activity which was a response to the enormous scale of the work of transformation to be carried out. The integration of the national territory, which measures 8,512,000 square kilometres, will be much more effective as the network of roadways which is to link the Amazon region with the rest of the country is pushed through, its main axes being the trans-Amazon highway, over 6,000 kilometres in length, connecting the Atlantic coast with the Andes, and the 4,500-kilometre long highway stretching along the northern perimeter. The colonization of the areas thus opened up to production is being intensively prosecuted, both spontaneously and in an organized way. It is anticipated that by 1974 there will be 70,000 new families settled along the trans-Amazon highway. By 1980, the Itapú dam, which will be the largest in the world, will be generating 12 million kilowatts. In 1972, the Brazilian automobile industry produced 609,330 vehicles, thereby placing Brazil at the head of Latin American countries and eighth in the world. Efforts are being made to correct regional inequalities by creating new development centres and by fostering the planning and promotional work being done by the regional development authorities.

In this process, an important part is played by psychological motivations, rooted in the creative, imaginative and responsive disposition of the Brazilian people. The psychology of success is a basic factor for the managing class; for the masses, however, there is also the motive supplied by certain national triumphs such as the winning of the world football cup on three consecutive occasions.

In this context, while there are still so many problems, in regard to which so many advances have been made and so many achievements are announced, the enormous task of eliminating illiteracy with all the resolution which such major national undertakings demand and with correspondingly enormous resources, is a matter of major concern both for Latin America and for the whole world.

THE EDUCATIONAL SITUATION

Article 176 of the present Constitution of the Federal Republic of Brazil provides that: "Education, rooted in the principle of national unity and in the ideals of freedom and the brotherhood of men, is the right of everyone and the provision of education is a duty of the State, and it shall be provided in the home and in school". Paragraph 3 of the same Article adds: "Primary education shall be compulsory for all persons between the ages of seven and fourteen years, and shall be provided free of charge in official establishments".

Progress and problems

Simonsen states that: "From 1964, Brazil has been making a major effort to bring about a quantitative and qualitative improvement of its educational system. Educational shortcomings cannot be remedied at a moment's notice in a developing country. It is therefore only natural that, despite all that has already been done, certain errors are still persisted in and many sources of dissatisfaction remain. It seems nevertheless clear that the Government has decided to transform education from the backward sector it was into a first priority in our process of development". (4)

It will be helpful to review the main achievements and the problems still to be solved, in certain of which the root causes of illiteracy are to be found.

Between 1960 and 1970, the percentage of the gross domestic product allocated to education rose from 2.4% to 3.8%. This increased financial effort was accompanied by a considerable increase in enrolment figures at all three levels over the same period, as is shown in Table 1.

Table 1. Enrolment by levels in 1960 and 1970 and growth rates (thousands of students)

Levels	Primary	Intermediate	Higher	TOTAL
1960	7 458	1 177	93	8 728
Breakdown of enrolment %	85.4	13.5	1.1	100.0
1970	12 812	4 086	425	17 323
Breakdown of enrolment %	74.0	23.6	2.4	100.0
Increase %	72	247	357	98

Source: Document 5

This extraordinary growth rate, which is more marked in the intermediate and higher levels, indicates not only an educational policy designed to secure a higher intake of the school population but also a much clearer awareness among the general population of the part played by education in the process of individual and social development.

Nevertheless, despite the progress achieved, major problems remain, as is shown by the following tables.

Table 2. Rate of school attendance by age groups. 1970

Age Group	Total population (thousands)	Population enrolled (thousands)	Rate of school attendance %
5 - 9	13 301	5 822	43.8
10 - 14	11 666	8 066	69.1
15 - 19	10 203	3 675	36.0
20 - 24	8 422	1 229	14.6
5 - 24	43 592	18 792	43.1

Source : Documents 5 and 6

The situation of primary education, which is the most important in any study of illiteracy, shows a greater shortcoming in rural areas than in urban areas, as it does throughout the world. Thus, for example, while 62.3% of the urban population aged between 10 and 14 attended primary schools in 1970, in rural areas the attendance rate for children of the same age group reached only 43.5%. In 1970, 60.5% of the children enrolled in primary education in rural areas attended schools staffed by only one teacher.

An analysis of the pattern of attendance rates in 1970 for the 1st to 6th grades of primary schooling yields the following results, which are set beside those recorded for 1960 in order to bring out the trend during the decade.

Table 3. Percentage breakdown of enrolment in primary education in 1970 by grades and by areas

	Grades			
Intermediate	1st and 2nd	3rd and 4th	5th and 6th	TOTAL
Urban	60.08	34.23	5.69	100.00
Rural	78.88	19.48	1.64	100.00
Total 1970	67.05	28.75	4.20	100.00
Total 1960*	74.05	25.50	0.45	100.00

Source: Document 5
* Revised by MOBRAL

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The figures given above explain the record of a group of pupils during the period 1970-1971 summarized below:

1960 - Pupils entering 1st grade	1,000
1963 - Pupils entering 4th grade	232
1967 - Pupils entering 8th grade	86
1970 - Pupils entering 11th grade	63
1971 - Pupils entering higher education	48

Source : Document 5

In a country the size of Brazil, regional differences are of considerable importance; such differences are brought out clearly in the following table:

Table 4. Primary level. Educational opportunities and standard of qualification of teachers, by regions, in 1970

Region	No. of pupils per 1 000 inhabitants	Pupil/ teacher ratio	% of teachers trained in teacher-training establishments	% of teachers with primary schooling
North	137	32	42.6	44.5
North-East	115	32	41.9	48.2
South-East	140	31	84.1	10.9
South	157	28	54.3	25.2
Mid-West	146	34	38.7	39.2
Brazil 1970	135	31	62.9	26.2
Brazil 1960	106	33	55.3[1]	32.2[1]

1. Data for 1964
Source : Documents 5 and 6

The authorities in Brazil are fully aware both of the progress represented by these figures and of the objectives which, as they show, still remain to be achieved. "The present short-fall in attendance (some six million children in the 7 to 14 age group do not attend school) and the low productivity of the system show the importance of making a concerted and continuous effort to increase the number of places available and to raise the attendance rate".(7)

Recent reforms

A major step in the direction of extending and reforming education was the enactment of Law 5,692 of 11 August 1971, which laid down guide-lines for the first and second grades of education.

Until that date, the structure of Brazil's educational system had been based upon a primary cycle of schooling, lasting four and sometimes five years, an intermediate cycle in two successive stages, the first of these in the "gymnasium", lasting four years, and the second in the "colegio", lasting three years, and lastly a higher education cycle of varying duration. Law 5,692 replaced primary and intermediate education by first and second grades. The first grade of schooling lasts eight years and attendance is compulsory for children aged between 7, the minimum age of entry, and 14 years. The second grade lasts from three to four years and must include an increasing amount of special training, the purpose of which is to discover the adolescent student's aptitudes and render him capable of playing a productive part in meeting the demands of the local or regional labour market. Article 6 provides that vocational training may be carried out under a system of co-operation with firms.

Chapter IV of the above-mentioned Law provides for Supplementary Education, intended for adolescents and adults. This will be dealt with more fully in later chapters. Generally speaking, the object of this Law was to bring the growing demand for education more into line with the needs for human resources in a society fully in course of development.

The 1972-1974 Education Plan

That was the intention expressed in the Sectoral Education and Culture Plan for 1972-1974,(7) the opening pages of which are devoted to establishing the rôle of education in a society in course of change and to planning the extension of the educational effort outside the school. "Education for development cannot be limited to the traditional sphere of the school. Use must be made of every means available, whether conventional or not, in order to reach those young people and adults who have had no opportunity to study, those who are forgotten in the depths of the poorer sectors of urban areas, and the children living in rural areas, in scattered communities, cut off by their remoteness and by the isolation in which they dwell."

The above-mentioned Plan, the product of co-operation between the Federal Board of Education and the Ministry of Planning and General Co-ordination, comprises 33 specific projects to be carried out between 1972 and 1974. Their objectives are to provide further training for secondary and higher level teachers and to improve their financial position, to extend the range of opportunities for access to higher education, to integrate universities within the community, to establish an advanced system of educational technologies, to provide teaching staff and materials for education at the intermediate level, to reform educational administration, to stimulate educational research, to promote cultural activities, etc.

Two of these projects are more directly connected with the problem of illiteracy. One of them

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is entitled "Operation School" and the other the "National Literacy Training Programme". Their interdependence is self-evident: the aim of Operation School is to extend the network of schools, in particular in rural areas, so as to reach a minimum 80% of the 7 to 14 age group by 1974; the literacy training programme is the raison d'être of MOBRAL.

ILLITERACY IN BRAZIL

The concept of an illiterate

Throughout the world it is found difficult to define an illiterate person because of the relative scope of this term. In many countries, the mere ability to read and write a simple passage is considered quite inadequate as proof of a person's literacy. In the developed countries, studies which have been made reveal that many people who, for census purposes, are counted as literate have not in fact been taught to make normal use of their reading skills. This phenomenon is undoubtedly much more serious in the developing countries, where census-taking operations have their shortcomings and where it is in practice impossible to apply any kind of test in order to check the validity of the information collected. It must therefore be recognized that illiteracy is generally underestimated in all attempts to quantify it accurately.

Brazil has carried out population censuses regularly every ten years, and, for the literacy item, has applied the criterion adopted by the Brazilian Institute of Geography and Statistics (IBGE), which considers as literate those persons who are able to read and write a short letter (bilhete) in a given language, those who are able only to sign their name being considered as illiterate.

The rights of the literate population

Article 147, paragraph 3, sub-paragraph (a) of the National Constitution provides that illiterate persons cannot vote or be eligible for election. To be able to take part in elections, citizens, both male and female, must be 18 years of age or over and must possess a voter's card, in order to obtain which they are in turn required to present a school certificate or demonstrate their ability to read and write. The test of such ability is not very trustworthy; the Electoral Code stipulates that, at the time of registration, the person concerned must write the date and sign his name, a requirement which in practice allows certain illiterate would-be voters to copy both items. Nowadays, those who present a certificate of literacy issued by MOBRAL are entered on the electoral register without difficulty. The work of MOBRAL literacy teachers, and the use of the educational material provided ensure the regularization of the electoral status of those who complete the school course.

Although they have full civil and criminal liability, illiterate persons are subject in Brazil to other restrictions; for example, they cannot apply for a bank loan except through the intermediary of a third party. Military recruitment certificates, for which all males must apply at the age of 18, mention the holder's educational level; normally, illiterates are not accepted for military service and are given a certificate of exemption. Those who complete the MOBRAL course can have their previous certificate replaced by one attesting their literate status. They may do likewise with their worker's card, an important document in regard to trade union activities and the legalization of work contracts. Newly literate workers are encouraged to have their old card replaced by one to which their signatures have been affixed, thereby improving their chances of obtaining work or moving from one job to another.

Quantitative evolution of illiteracy

The various censuses taken during the past 30 years provide information concerning the evolution of illiteracy in Brazil over the same period. The trend of this evolution is shown in Table 5.

Table 5. **Evolution of illiteracy in Brazil**

Year	Population aged 15 or over	Illiterates aged 15 over	%
1940	23 639 769	13 279 899	56
1950	30 249 423	15 272 432	50
1960	40 187 590	15 815 903	39
1970	54 338 606	17 936 887	33

Source: Document 8

This table reveals an extremely widespread phenomenon, namely, the increase in the absolute number of illiterates accompanied by a reduction in their relative number. Whereas the population has grown at an average annual rate of 2.81% over the past 30 years, illiteracy has risen at an annual rate of 1.01%. The problem, which seemed to be unchanged in 1960 as compared with 1950, became considerably more serious by 1970, with over two million new illiterates.

The concern felt at present by the Brazilian authorities is further justified by the fact that the illiteracy rate revealed by the 1970 census (33%) exceeds that recorded for the region of Latin

America and the Caribbean as a whole which, in the same year according to Unesco estimates, stood at 23.6%. The corresponding rate for Brazil in 1970 was about the same as the figure for Latin America in the sixties (32.5%), and as the world rate for 1970 (34.2%). Until 1970, Brazil accounted for 33% of the population of Latin America and the Caribbean, but had 46% of the region's illiterates. In this respect, the efforts made by Brazil to overcome this problem constitute a major contribution to the improvement of the educational situation of the region. For every million adults who acquire literacy skills in Brazil, the region's illiteracy rate drops by 0.06%.

Breakdown of the illiterate population

The structure of illiteracy in Brazil by age groups is shown in the following table:

Table 6. Illiteracy rates by age groups

	Census years			
Age groups	1940	1950	1960	1970
15 and over	56.22	50.69	39.48	33.11
15 to 19	54.68	47.29	33.41	22.96
20 to 29	53.83	46.76	33.90	27.57
30 to 39	54.61	49.77	37.59	32.03
40 to 49	58.36	53.70	44.31	37.92
50 and over, including those whose age is unknown	62.75	60.17	52.53	48.61

Source : Document 9

It may be noted that while in 1940 the illiteracy rates for the different age groups were much on a par (a characteristic feature of societies in which illiteracy is fairly widespread), by 1970 the disparity between the lowest and highest age groups had increased to as much as 26%, thereby revealing a positive trend of cultural democratization. The most significant progress has been achieved in the lower age groups, between 15 and 29 years of age. Whereas in 1940 one of every two persons belonging to these age groups was illiterate, by 1970 the ratio had dropped to one in four. In absolute terms, however, illiteracy has remained practically stationary during the last thirty years in the 15 to 29 groups, as is shown by Table 7, rising steadily in the case of those aged 30 or over.

Table 7. Total population and illiterate population by large age groups

	Age groups	
Census years	15 to 29	30 and over
1940		
Total population	11 613 648	12 028 121
Illiterate population	6 272 676	7 007 223
1950		
Total population	14 625 725	15 623 698
Illiterate population	6 847 119	8 425 313
1960		
Total population	18 511 927	21 675 663
Illiterate population	6 231 583	9 584 320
1970		
Total population	25 172 450	29 166 156
Illiterate population	6 462 386	11 474 501

Source : Documents 9 and 10

The breakdown by sex is shown in the following table (as a simplification only the 1940 and 1970 censuses have been taken into account):

Table 8. Illiteracy rates by sex and by age group

	Census years					
	1940			1970		
Age groups	Total	Male	Female	Total	Male	Female
15 and over	56.22	49.82	62.52	33.11	29.98	36.15
15 to 19	54.68	53.83	55.49	22.96	24.39	21.61
20 to 29	53.83	48.41	58.96	27.57	26.11	28.94
30 to 39	54.61	46.03	63.30	32.03	27.88	36.07
40 to 49	58.36	49.23	68.24	37.92	32.47	43.48
50 or over, including those whose age is not known	62.75	53.40	71.89	48.61	41.03	56.14

Source : Document 9

The table shows that the considerable disparity which existed in 1940 between the numbers of male and female illiterates has been steadily reduced and that in 1970, in some age groups, women were already in a better position than men.

In regard to illiteracy, the environment, whether urban or rural, is a factor of major importance. A comparisor of the results of the 1950 and 1970 censuses is provided in the following table:

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Table 9. Illiteracy rates according to region. Population aged 15 or over

Region	Census years 1950	1970
National total	50	33
Urban regions	26	20
Rural regions	67	52

Source: Documents 11 and 12

These figures are no doubt closely connected with the phenomenon of internal migrations, which have taken place on a very large scale in Brazil during the past twenty years. In 1950, there were in fact little more than 3 million illiterates among the urban population, a figure which rose to over 6 million by 1970. In rural areas, on the other hand, the illiterate population numbered 12 million in 1950, a figure which dropped to 11 1/2 million by 1970. Over this same period, the total urban population aged 15 and over rose from 12 to 32 million, while the rural population scarcely changed, increasing from 18 to 22 million. There occurred, in fact, a considerable movement of illiterates from rural to urban areas; the greater physical concentration and the more powerful motivation which are part and parcel of the process of urbanization thus helped to facilitate the treatment of the problem (11 and 12). In 1970, the urban area of the State of São Paulo and the rural areas of the States of Bahía and Minas Gerais each had more than one million illiterates. In three States (Bahía, Minas Gerais and São Paulo), the number of illiterates exceeded two million. In four other States (Maranhão, Ceará, Pernambuco and Paraná), the illiterate population numbered over one million. The State of Guanabara, which has no rural population, had the lowest illiteracy rate (10%) in the country in 1970, the highest rate for the same year (63%) being that of the State of Alagoas, in whose rural districts it reached 78%.

Some achievements in literacy teaching

Reflections on the causes of illiteracy in Brazil are not, it would seem, of great interest. Briefly, its roots lie partly without doubt in the inadequacies of the regular education system which is powerless to enforce compulsory schooling for all children aged between 7 and 14 years, as prescribed by Article 176 of the Constitution. The short-fall in the provision of basic education is in turn to be attributed in a general way to the multifarious economic, political and social problems which affect developing countries.

It may be useful to review rapidly here what has been done in Brazil to eliminate illiteracy. As in almost all countries, two essential operations have been launched: on the one hand, that of raising the attendance rates and the efficiency of the formal education system and, on the other hand, that of providng literacy services for young people and adults who failed to receive any education at the proper age. Up to 1970, the first operation appears to have been more successful in Brazil than the second. The statistics given above show, in fact, that the educational system was successful in curbing the increase in illiteracy among young people, while the situation continued to worsen among the more advanced age groups, the literacy campaigns failing to bring it under control.

The literacy campaign for young people and adults was launched by the Ministry of Education and Culture in 1947, in the wake of isolated action taken by certain States in favour of the organization of evening schools for adults. A wide range of courses was offered, both in the public and in the private sectors at the Federal, State and municipal levels. For several years, Brazil served as a testing-ground for a large number of methods and techniques applied to the education of adults. Dispersal of efforts and the gulf between the resources available and the magnitude of the need affected the results of the work.

In 1969, the National Centre for Human Resources (CNRH) of the Institute of Economic and Social Planning carried out a study of adult literacy work in Brazil (10) which throws light on the situation in this area immediately prior to the launching of MOBRAL's work. The 1970 census had not as yet been taken, so that the potential demand for literacy services was based on estimates; the supply was made known in an extensive directory of institutions and services, in the preparation of which certain difficulties had arisen as a result of the variety and in some cases the transitory nature of the efforts undertaken and the inadequacy of the statistics available. The report mentions the following principal institutions operating, albeit in extremely diverse ways, in the field of literacy.

Supplementary Education. This was established by Law 4024 of 20 December 1961, on the Directives and Bases of National Education, confirmed by Law 5,692 of 11 August 1971, Chapter IV, Articles 24 to 28. Its primary objective is to provide primary and secondary grade schooling for young people and adults who did not receive it at the proper age. This scheme, in which use is made of shortened forms of regular school curricula, operates under the authority of the States and Municipalities; those taking part in it are required to undergo tests, known as "maturity" tests, which are open to those who have completed systematic courses, generally in evening or night schools, or who have received private extra-mural instruction. It is difficult to quantify the contribution

made by Supplementary Education to the elimination of illiteracy, as no statistics are available concerning the first stages in the process of providing literacy instruction properly so called, and since the setting up of MOBRAL, with its far more intensive literacy courses (5 to 6 months) and primary education courses (12 months), has brought about major changes in the category of Supplementary Education students.

Basic Christian Action Crusade (Cruzada ABC). A non-profit-making educational institution which offered literacy and primary education courses to adults in various States, primarily in the North-East.

Basic Education Movement (MEB). Launched in 1961 by the National Conference of Bishops of Brazil. Literacy activities are undertaken mainly in rural areas and are supported by school radio programmes.

Welfare Service for Industry (SESI). Has far-reaching objectives, including, when necessary, literacy work, which may be carried out directly by SESI or through agreements with other bodies. Its main activities are carried on in São Paulo.

Ecclesiastical Conference of Brazil (CRB). A non-profit-making institution which carries out, inter alia, literacy activities, mainly in the States of São Paulo and Minas Gerais.

Literacy for Young People and Adults (ALFA). Was established in 1966 as a body co-operating with the Secretariat of Education of the State of Paraná. It applies an experimental methodology, combining conventional courses of instruction, radio programmes and visual aids.

Functional Literacy Programme of the Valle del Río Doce Company. This mini-experiment was carried out in 1968 within the framework of Unesco's Experimental World Literacy Programme. Literacy instruction was integrated with vocational training courses provided at the place of work, and was considered as part of the work-load and remunerated as such.

First experimental adult literacy courses of the Social Service for Commerce (SESC) in Rio Grande do Norte. This experiment, carried out in 1969, was aimed at teaching commercial employees to read and write. The duration of the course was 120 hours.

Functional literacy pilot television programme. Carried out in 1969 in Guanabara, this programme provided 36 periods of instruction each lasting 20 minutes, which were received by 29 groups of viewers.

Municipal Basic Education Programme (PEBAM). Directed and carried out by the Prefectura, of Linhares, in the State of Espírito Santo, this programme combined literacy instruction with community education.

Society of Radio Teachers. Operates since 1964 in Uruguaiana, on the western border of the State of Rio Grande do Sul, through radio instructional programmes.

Adult literacy courses and second-chance primary school courses. These courses were held in 1968 on the initiative of the diocese of Santos, in the State of São Paulo.

Paraíba educational radio scheme. This scheme, which was initiated in 1959 as a literacy service for young people and adults, was operated by the Secretariat of Education and Culture of the State of Paraíba by means of instructional radio courses.

Osorio Torres Adult Literacy Pilot Project. Initiated in 1967 by the Padre Landell de Moura Educational Foundation, this project operates in the State of Rio Grande do Sul by means of radio and television programmes.

Ministry of the Armed Forces. Provides literacy programmes for conscripts in need of such instruction.

After pointing out that this list of institutions and projects is not exhaustive, but is merely an illustration of activities of various types and varying compass, the authors of the above-mentioned document come to the conclusion that, "disregarding the presence of pupils under 15 in the adult literacy classes, and having regard to the fact that an analysis of the statistics, which would be difficult to carry out in respect of such sources of information, would alter the general picture very little, it may be estimated that opportunities for access to literacy courses in Brazil in 1969 were open to some 580,000 persons".

This was the context in which, when it launched the second phase of its work on 8 September 1970, MOBRAL established itself as the mainspring of the country's literacy effort.

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Chapter 2

MOBRAL as an answer to the problem

LEGAL BASES

Law establishing MOBRAL

MOBRAL was established with the passing of Law 5,379 of 15 December 1967, the full text of which is reproduced in Annex 1.

Some features of this law are particularly important.

The Government has assigned a long-term priority status to literacy work and to the continuing education of young people and adults.

The Law does not provide any interpretation of two technical expressions it employs, namely, functional literacy and lifelong education. Such interpretation can therefore be undertaken by MOBRAL.

Article 2 of this Law provides for the mobilization of two sectors in support of literacy teaching: public administration and students of secondary and higher education level, the former on a compulsory and the latter on a voluntary basis.

In Article 3, the Law approves an accompanying plan for functional literacy training and the lifelong education of young people and adults. In actual fact MOBRAL is at present working along lines that differ from the plan, as a result of the annual revisions mentioned in the Article in question.

Established under the provisions of Article 4, MOBRAL constitutes a foundation, enjoying administrative and financial independence conferred on it under Article 6. In Brazil, foundations are private institutions whose activities are governed by Articles 24 et seq. of the Civil Code. In order to give certain operations in the public sector greater flexibility, the Government entrusts them to foundations which, operating on a decentralized basis, are empowered to conclude contracts, receive donations and undertake campaigns. As also in the case of the Book Institute, MOBRAL carries out its activities within the framework of the Ministry of Education and Culture, which facilitates the joint planning of operations contributing to national educational development.

Article 11 is concerned with a question that has subsequently become a feature of MOBRAL's activity: the application of the mass communication media to literacy work.

It should be pointed out that the provision in Article 8 concerning the presidency of the MOBRAL Foundation was amended by Decree-Law 665 of 2 July 1969 which stipulated that "the President of the Foundation shall be appointed by the President of the Republic on the proposal of the Minister of Education and Culture, for a three-year term of office".

It is interesting to note that Brazil tackled the illiteracy situation which, in absolute terms, was the most serious in Latin America, by enacting a summary law containing very few articles. The essential aim was to set up a special organ and give it independence of action: its objects are set out in an accompanying document, which can be amended, and its financial resources will be strengthened subsequently by other legal instruments.

Supplementary legislation

By Decree 62,484 of 29 March 1968 the Presidential Office of the Republic approved the Constitution of the MOBRAL Foundation. This Decree recapitulates provisions included in the Law setting up MOBRAL, establishes the Foundation's governing bodies, and sets forth its functions.

Decree-Law 594 of 27 May 1969 set up the Federal Sports Lottery. Article 3 provides that 30% of its net income shall be allocated to literacy programmes. Regulations for the application of this Decree-Law were laid down in Decree 66,118 of 26 January 1970.

Decree-Law 1,124 of 8 September 1970 allocates to MOBRAL funds derived from voluntary

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deductions made by legal entities on payment of income-tax.

Further details of these two important sources of MOBRAL's funds are given in the section dealing with financing.

It should be added that the Constitution of Brazil, Article 15, paragraph 3, sub-paragraph (f) stipulates that municipalities must allocate a minimum of 20% of their income to primary education. Although these funds are not transferred to MOBRAL, a part of them is used to defray the many expenses that have to be incurred at the local level in support of the literacy programme.

Stages in the development of MOBRAL

MOBRAL was, as we have seen, set up at the end of 1967.

Between that date and September 1970 those responsible for it endeavoured to stimulate literacy teaching through the conclusion of agreements with governmental and non-governmental institutions, seeking to ensure the maximum utilization of available resources (13). As these agreements were concerned with programmes which, although parallel, varied in range and means, and in some cases had very restricted fields of action, the results achieved during those years did not match needs and expectations. At this stage MOBRAL had the character of an educational administration sector rather than that of a special project.

On 8 September 1970, coinciding with International Literacy Day, steps were taken to reorganize MOBRAL's structure, the main results being:

- MOBRAL played a full part in the planning and conduct of literacy operations;
- municipalities were mobilized to act as programme execution agencies;
- adequate, soundly-based financing sources were established;
- plentiful teaching materials were made available for the programme;
- in short, MOBRAL assumed the character of a vast project aimed at solving the problem of illiteracy.

The strengthening of MOBRAL was reflected in the scope of its activities. In 1970, literacy instruction was provided for half-a-million persons; in 1971 two-and-a-half million illiterates were being catered for and integrated primary education experiments involving 34,000 pupils were launched. Following certain staff changes in MOBRAL's Executive Secretariat and in its management personnel in April 1972, its activities were considerably extended. At the end of that year literacy courses were provided for over four million Brazilians; nearly one million adults were enrolled in integrated primary education and the time was ripe for the launching of a new training programme for community development with provision for 1,200,000 participants.

CONCEPTUAL BASES

A pragmatic approach

Documentary material concerning MOBRAL does not enlarge upon the theoretical basis of the programme. However, literacy workers are happy to apply, in their field of activities, the practical norms by which national development operations are guided. Literacy teaching, moreover, when undertaken on a national scale, reaches such dimensions at a certain point in the work that it is not easy to take up the time of the technical teams in order to develop further the theoretical framework within which the system functions.

This is not unconnected with the fact that hardly any of the staff are drawn from the field of education. In interdisciplinary approaches the tendency is to measure the effectiveness of the programme by its social, economic and political results, and to attach relatively less importance to the philosophical aspect and to considerations of an educational character.

It should not be considered from this that MOBRAL lacks any educational doctrine. What can be noted is rather an effort to keep to basic, effective ideas and to avoid over-nice theoretical justifications for actions which obviously have to be undertaken.

Another important fact to note is that MOBRAL has not created a method of literacy teaching. The teaching of reading and writing is based on the use of different methods proposed by the firms which have published the educational material. Many different methods are used in the training of staff. All activities, including those at the local level, are subject to new tests with the object of making it possible to vary and improve upon the methods employed.

On the other hand it seems fitting to speak of a MOBRAL system, that is to say, a basic organizational scheme which is the same throughout the country (14). The central, regional and state structure of MOBRAL, in conjunction with almost four thousand municipalities throughout the country and with a chain of public and private bodies - some non-profit making and others commercial - constitutes a system, that is to say, a vast operational network covering the whole country in which each level and service has clearly defined functions directed towards the common aim of reducing the illiteracy rate as quickly as possible.

Literacy teaching and life-long education

Some of MOBRAL's underlying concepts are in line with those which form the present basis of the whole Brazilian educational system but the independence which MOBRAL enjoys and the lesser weight attached within it to traditions ensure their fuller application. This happens, for example, when literacy training is considered in the light of the concept of life-long education. It is obvious to MOBRAL that literacy skills, properly speaking not so called, acquired in 5 or 6 months, must be consolidated by further studies. This, then, is the reason for the establishment and increasing growth of integrated primary education and community development courses and for the eagerness of MOBRAL's education workers to guide those who have completed their courses towards vocational training institutions. But the concept of life-long education finds expression also in much of the teaching material used, by suggesting discussions on the common needs of the Brazilian citizen and on topical subjects, knowledge of which helps to overcome social exclusion.

The Executive Secretary of MOBRAL, A. Lopes Corrêa, considers that a system of lifelong education, should ensure the linking up of the ordinary educational system with opportunities for further education, so that the student can pass from one to the other as many times as necessary through the system of credits.(15)

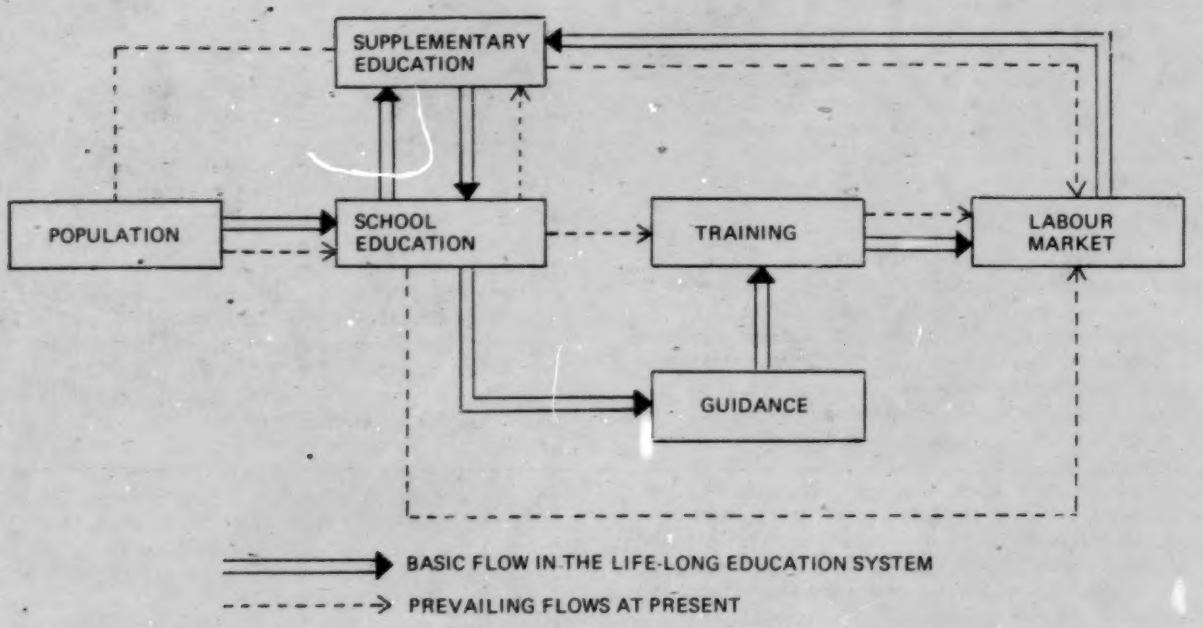
Training for specific jobs should not be the monopoly of school establishments; on the contrary, the best technical conditions for carrying out such training are to be found in business enterprises, taken in the widest sense, with the support of efficient counselling services.

Lastly, the effect of the life-long education system would be to maintain a constant flow of relations with the labour market. The nature of this market, which becomes each day more dynamic, would make it necessary for workers to be re-enrolled periodically in the educational system.

These ideas are illustrated in the following diagram (taken from the same document).

Similar concern is reflected outside MOBRAL. The Sectoral Plan for Education and Culture for 1972-1974 states: "... the system will be sufficiently accessible to allow those who have completed courses at any level to return to school and renew or continue their studies, thus making life-long education a reality. It must, on the other hand, be sufficiently flexible to allow the student to pass, at any time, to such related courses as will meet his wishes or requirements".

LIFE-LONG EDUCATION SYSTEM



In addition to those indicated, there are innumerable variants in the flows within the system.

This flexibility of the system finds practical expression in the many and varied opportunities for self-education, of which those provided by MOBRAL are undoubtedly not only the most fundamental but also the most important for the less favoured sectors of the population. A strong desire to become involved in the learning process and to persevere with it, and a desire for the definite acquisition of the elementary techniques of self-instruction, would seem to be the two corner-stones of the MOBRAL scheme within an overall system that seeks to respond more and more closely to the concept of life-long education.

The functionality of the literacy training process

The concept of functionality requires some comment. The Law establishing MOBRAL states that functional literacy training is a priority activity. This is a fairly widely-known expression owing to its use in the recommendations of the World Congress of Ministers of Education on the Eradication of Illiteracy convened by Unesco and held in Teheran, Iran, in September 1965.(16) As a result of this Congress, Unesco, in collaboration with several organizations in the United Nations system, launched the Experimental World Literacy Programme in which several Member States are taking part. The purpose of the projects to which the Programme gave rise is to experiment with the principles and techniques of functional literacy training so that the teaching of reading, writing and arithmetic will cease to be an end in itself and will become an integral part of broader training processes, determined by the interests and needs of the adult, mainly those related to productive work. Regarded in this light, literacy training can become a factor of development and must be planned, mainly at the local level, so as to take account of environmental influences and this should be reflected both in the content of the courses and in the materials and techniques employed.

MOBRAL employs the expression functional literacy training in an attempt to reconcile its necessarily wide approach to the problem with the many and varied local situations existing throughout the country and with the individual characteristics of pupils. The content of its courses is national in scope inasmuch as an effort has been made to use subject-matter and vocabulary in general use throughout the country. This consideration has been borne in mind to an even greater extent in the preparation of material for the initial teaching of reading and writing. However, MOBRAL does not regard the material it provides as the only teaching resource in the process. On the contrary it is for the instructor to interpret, select and adapt it according to the environment in which he is working. It is on this creative process entrusted to the literacy teacher that the relevance of the message and the degree of functionality of this literacy training depend.

This functional aspect is always relative. Having regard to the somewhat heterogeneous character of those attending literacy class-units, the literacy worker cannot be expected to devise a programme based on requirements arising from the occupational circumstances of the group or of the individuals that go to make it up. This would call for much more highly qualified personnel, diversified material, a plan with courses of much greater length, and still greater resources. Since the illiterate person cannot be treated according to his special position as a member of a specific group, he is regarded in his capacity as a citizen of a developing country. Hence the content of the courses and of the material used in them covers matters relating to health, hygiene, national economy, human relations, local development, nutrition, civic education, skills required in everyday life, and so on, opening up a wide range of possibilities for dealing in educational terms with the interests of the group receiving literacy training. This approach is maintained and strengthened in the integrated education and community development courses.

There would be no point in comparing different interpretations of the functionality of literacy training. What is important, it would seem, is that this work should reflect the determination to bring the illiterate person, as far as possible to deal with his own problems, in his own environment, and that he should be encouraged to act in accordance with his own solution.

The aims

MOBRAL's aims are not often mentioned in the available documentation. A distinction should be made here between the aims of the system and those of the educational process that it sets in motion among individuals and groups. An official document states, with regard to the former: "the foregoing figures (referring to the evolution of illiteracy in the country) mean that the problem should be tackled on a scale that is large enough to ensure the virtual elimination of illiteracy during the decade of the seventies, and thus support the intense effort for the modernization of Brazilian society".(8) The general aims of the MOBRAL Foundation can be stated in these terms: to reduce the present illiteracy rate to the greatest possible extent, to integrate new literates into the society from which they were relatively excluded, and offer them successive opportunities for receiving education at higher levels.

In connexion with MOBRAL's policy to promote deconcentration, mention should be made of assistance in proclaiming the aims of the training process provided by the Programming Division of

the Municipal Committee of MOBRAL in São Paulo, the most highly populated and economically strongest municipality in the country.(17)

In the Municipal MOBRAL the educational process is organized by forming groups of adolescent and adult students based on the situation of their class-rooms and having regard to their individual and social circumstances, and is aimed at the promotion of their individual and group development with a view to their integration in a creative way in their present social environment - the urban-industrial milieu - through Pedagogic Action (AP), Community Action, (AC), and the Preparation of Students for Work (HET).

Pedagogic Action (AP) is the part of this process which is based on intensive use of appropriate teaching material and other activities which together foster development in the pupil of the power of oral and written communication; the capacity for reflexion and thinking along practical lines and a rational attitude towards himself and his environment, and help him to assimilate the minimum knowledge needed for his integration in the urban-industrial milieu.

Community Action (AC) is the part of this process which, making use of all aspects of the learning process, aims at training students to play their part in society, on an increasingly systematic and organized basis, at the class-room level and at community group level, with a view to their integration in the urban-industrial milieu.

Preparation of Students for Work (HET) is the part of this process which is carried out through Pedagogic Action and Community Action, aiming at the development of the attitudes, skills and habits that are indispensable for creative and productive work in the urban-industrial milieu.

The programme which combines these three elements of training is followed by each group over a period of 17 months, divided into a five-month period of functional literacy training and a further period of 12 months devoted to integrated education.

THE STRATEGY ADOPTED

The MOBRAL system, as has been stated, has not created a MOBRAL method but rather has developed a MOBRAL strategy which is applied in the tackling of the illiteracy problem. The main features of this strategy are:

Targets for 1980

The problem is, in the first place, approached on a massive scale. The target stated in MOBRAL documents is a reduction in the illiteracy rate among the 15 year and over age group from 33%, to which it rose in 1970, to under 10% at the end of the decade. Progress achieved in the planning of MOBRAL operations has made it possible to fix different targets for each State in the Union. It is thus foreseen that the Federal District will have reached the illiteracy elimination point in 1973, 2 states will reach it in 1974, 4 in 1975, 3 in 1976, 4 in 1977, 9 in 1978 and 3 in 1979. In 1980, there will be a new census, and final evaluation of the programme will take place. It is estimated that illiteracy will have been reduced throughout the country as a whole to the acceptable level of 7% by 1978.(18)

During the period 1970-1972 MOBRAL produced 3,476,500 new literates. In 1973 it proposed to make a further 2,775,000 persons literate. In subsequent years efforts to achieve over two million new literates each year have been and will be required - illiteracy is being tackled on a massive scale. This strategy is reflected also in the fact that efforts are made to ensure that all municipalities conclude agreements with MOBRAL for the education of their illiterates, a geographical target that has already been achieved to the extent of 99.5%.

The adoption of this strategy determines the general characteristics of the programme, with important implications in respect of organization, staffing, teaching material and educational methods.

Decentralization

The second feature of the strategy of MOBRAL is the delegation of programme execution to Municipal Committees. This results in a reduction in MOBRAL's own administrative and technical machinery, in the strengthening of the institutions of municipalities, and, more important still from the educational point of view, in the ultimate adjustment of the programme to local conditions thereby making it possible to overcome some of the difficulties arising from the mass approach.

Priorities

In the third place, the strategy adopted is clearly revealed in the two priorities established by MOBRAL: the attack on illiteracy has been launched in urban areas and is directed, preferably, at the 15 to 35 year old population group. In both cases the reasons are obvious, as also is the need to interpret these priorities with great flexibility.

PRESENT ORGANIZATION

Some characteristic features

Before proceeding to a description of the organization of MOBRAL, its distinguishing features should be indicated. It is, first of all, a dynamic organization. Its permanent characteristics are set forth in Law 5,379 establishing MOBRAL and in its Statutes of 29 March 1968. Both instruments are of a summary character which makes for flexibility in adopting technical and administrative measures geared to the demands of an operation which is in continual expansion. MOBRAL was thus able to avoid reproducing organizational patterns like those characteristic of traditional public administration. At an early stage a distinction was made between activities concerned with the end sought and those which related to the means employed and an effort was made - and continues to be made to keep the institution free from any tendency towards bureaucracy. This dynamic quality characteristic of MOBRAL finds practical expression in the opportunities afforded to the members of its staff to deal creatively with the challenges offered by their work. The importance attached to staff training and the evaluation of the various aspects of the programme has helped to ensure that everything can be improved and that the trial and error method has played an important part in a sphere of education in which no tradition has proved infallible.

A second important feature is the trend towards decentralization and delegation of authority. As will be described below, MOBRAL is not itself an operative body in the work of literacy training. Such training is entrusted to local independent institutions. There is a certain prejudice against the undue growth of the central organs of command and a great many operations have been and will continue to be delegated to public or private bodies. The most notable instance is that of the production and distribution of teaching material. There is thus a centrifugal force which disperses the supporting operations the need for which continually arises towards the outer edge of the system.

We should also note the sophisticated nature of this administration. Linked directly to the Executive Secretariat is an Advisory Body on Organization and Methods, one of whose tasks has been to prepare a manual in which the institution's governing norms are set out. (19)

Under contract with a private firm the operation has begun of a computer system that will make it possible, through a Data Processing Centre:

"(a) to store immediately data concerning the programmes drawn up by MOBRAL with regard to the number of pupils in each class-room, the number of municipalities with which agreements have been concluded, the number of pupils who have become literate, reasons for drop-outs, and so on;

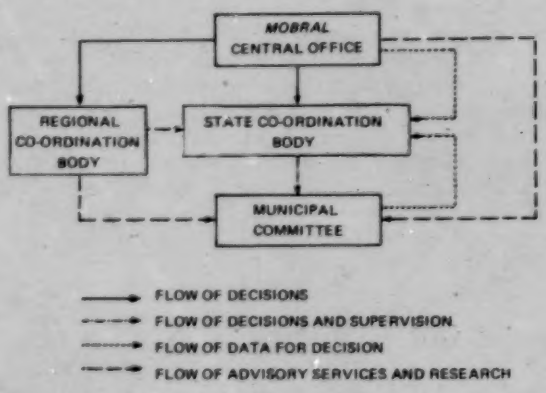
(b) to analyse all the factors involved in the MOBRAL process at any time and with a reasonable degree of detail;

(c) to keep in touch with the situation of the population linked to the MOBRAL groups". (14)

This important step will make possible the integration of the MOBRAL system through the dissemination, storing and effective retrieval of data, at every level and concerning every aspect of the programme.

Levels

The attached organizational chart shows the present organization of MOBRAL. The programme operates at four levels - central, regional, state and municipal. The first three are of a directional character, while the actual execution of literacy work is carried out as an independent operation at the municipal level. The MOBRAL Central Office operates from Rio de Janeiro. The country is divided into five regions in each of which there is a Regional Co-ordination Body. The regions, the towns where headquarters are located, and the states that constitute them are listed in Annex 2. A State or Territorial Co-ordination Body functions in each federal unit (states and territories). Lastly, in Brazil there are 3,957 municipalities, in 3,937 of which there is a Municipal Committee dealing with the literacy training programme.



MOBRAL Central Office

As can be seen in the attached organizational chart, the President's Office has the advisory services of an Administrative Council and a

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Financial Control Committee. The Executive Secretary, assisted by the Assistant Executive Secretary, directs the programme in co-operation with the Advisory Body on Organization and Methods (ASSOM), the Advisory Body on Supervision and Planning (ASSUP), the Director of the Executive Office, and five Management Divisions: Pedagogic Activities, Mobilization, Research and Training, Finance, and Supporting Activities.

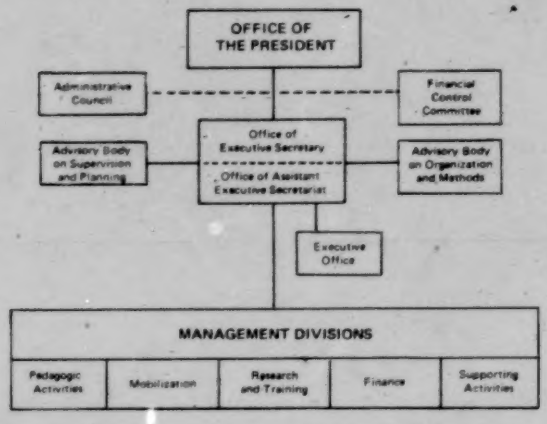
Of these divisions two are "end-orientated": the Pedagogic Activities Division (GEPED), a multi-disciplinary unit responsible for the organizing, programming, follow-up, and evaluation of the educational process, as well as for providing training; and the Mobilization Division (GEMOB), responsible for mobilizing community resources - institutional, material and human - at all levels and for detecting bottlenecks; it provides the groundwork for the implementation, continuity and expansion of MOBRAL's programmes, while integrating other agencies with a view to community development.

The activities of two other Divisions are concerned with "means": Finance Division (GERAF), which manages MOBRAL's budgetary, financial and holding systems; Supporting Activities Division (GERAP), which engages in activities relating to "means" in order to achieve MOBRAL's "ends".

The fifth Division's activities relate to both ends and means: the Research and Training Division (GETEP), the purpose of which is to train MOBRAL's staff members at all levels of operations, to carry out applied research with a view to improving the efficiency of the MOBRAL system and to ensure systematic feedback.(14)

Note should be made of the terms used: at the head of the organization of this Foundation there is a President; decisions concerning operations are approved by an Executive Secretary, and specialized functions are dealt with by the Divisional Managers. These titles are in line with the general characteristics of MOBRAL which have been described above.

STRUCTURE OF THE MOBRAL CENTRAL OFFICE



Co-ordination bodies

The main functions of the State and Territorial Co-ordination Bodies (numbering 28) are "the planning, co-ordination and supervision of MOBRAL's end-orientated activities, at the state and territory level, including necessarily the continued implementation of programmes, projects, activities and agreements at this level".(19) The State Co-ordinator applies the directives issued by the MOBRAL Central Office in the area for which he is responsible. Four Agents co-operate with him, their functions corresponding to those of four of the Divisions at the Central level: Agent for Pedagogic Activities, Agent for Mobilization of Community Resources, Agent for Financial Administration and Agent for Supporting Activities. This team is backed up by the necessary administrative and service staff.

During the latter months of 1972 five Regional Co-ordination Bodies were set up to act as an intermediate strengthening mechanism in view of the great area of the country and the quantitative proportions reached by the programme. They are concerned mainly with planning and with the provision of assistance to the State Co-ordination Bodies, by providing tactical support to their action as circumstances require.

Municipal Committees

The fourth level is represented by the Municipal Committees. Not only are they the first line of attack on the problem but they also constitute the executing agencies for the programme since it is they who on the spot and acting quite independently, organize the execution of the work. Their relationship with MOBRAL is expressed in a simple agreement, similar to one reproduced in Annex 3, which sets out their mutual obligations.

The various levels described constitute the MOBRAL system which is shown in the attached diagram. Rather than an organizational chart, this is really a flow-chart since it shows both the flow of decisions and that of supervision and control. In the MOBRAL system the inter-relationship between officials at different levels is a fundamental factor; communication is never a one-way process; training activities are essential in order to ensure correspondence between the general norms established at the central point and the creative attitude that should characterize those working at the regional and state level in applying these norms according to the distinctive features of the particular environment.

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INSTITUTIONAL RELATIONSHIPS

A vast operation of the kind that MOBRAL has embarked upon can only be carried out with the co-operation of various types of institutions.

Of these the main one is the community itself: in one of the following paragraphs mention is made of the different means whereby the Municipal Committees, representing local communities, assume responsibility for the task of literacy training.

Also dealt with below, in the chapter on technical aspects, are all the problems and aspects involved in the relations that MOBRAL has to maintain with the regular educational system and with supplementary primary education.

Some of the co-operating institutions

The purpose of most of these institutional links is to make MOBRAL's educational programme more effective in the field. MOBRAL is anxious, for example, that all Municipal Prefects throughout the country should have a clear understanding of the directives and forms of action of the programme, and, with this object in view, there have been many meetings, circulars and personal interviews.

One of MOBRAL's needs is for volunteers who will organize its activities. In this connexion, negotiations are being conducted with the Rondón Project, which deals with the organization of voluntary activities of university students on vacation.

Every year the Armed Forces recruit about 10% of the young men in the 18-year-old age group. Although the number of illiterates among recruits is very low, MOBRAL co-ordinates its activities with the Armed Forces to ensure that satisfactory literacy training is provided and the corresponding certificates awarded.

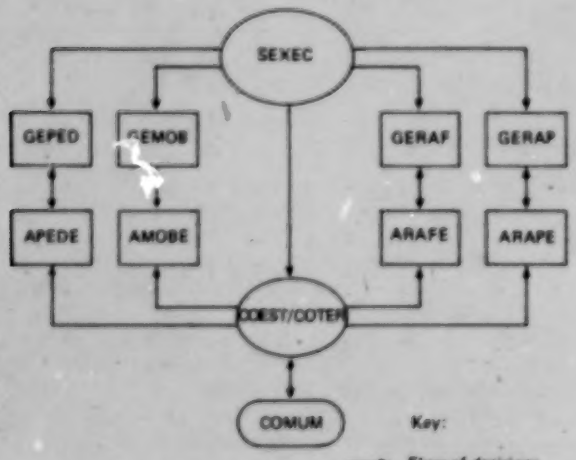
The National Housing Bank has concluded an agreement with MOBRAL to the effect that, in all the states of the north-east region, in the building of housing financed by this Bank, a room will be set aside for the literacy training of the building workers, among whom there is a high illiteracy rate owing to their mainly rural origin. Once the building work is completed the room remains at the disposal of the occupants as a community centre for cultural and recreation purposes.

In the town of Salvador, the Social Service for Industry (SESI) carried out a survey among 100 industrial establishments which showed that there is a 20% illiteracy rate among their workers. As this Service lacks a sufficient number of instructors, a combined operation with MOBRAL is planned. MOBRAL will provide literacy training while SESI will contribute by organizing educational work relating to industrial safety, since industrial accidents are more frequent among workers with a low standard of education.

MOBRAL literacy class-units exist in many prisons, public assistance institutions, and hospitals throughout the country. Some units have been organized for the literacy training of prostitutes. There are literacy class-units for the indigenous population such as those which are provided by the San Marcos and San Félix Salesion Missions in the north of Matto Grosso. Teaching is given in the Portuguese language.

Although literacy activities are more restricted in the rural environment, MOBRAL promotes them in regions where there are organizations able to facilitate access by peasants to such courses. An agreement has been concluded with the National Confederation of Agricultural Workers to promote the establishment of class-units. In a circular (April 1973) the Executive Secretariat instructed Municipal Committees to secure the collaboration of the Union of Rural Workers that exists in each town. Collaboration of this kind may consist of carrying out, under the direction and responsibility of the Municipal Committee, a census of illiterates, the recruitment of teachers and the obtaining of suitable premises.

The Brazilian Credit and Rural Assistance Association (ABCAR) which provides agricultural advisory services in more than two thousand municipalities is another of the pillars on which MOBRAL relies for the promotion of literacy training in rural areas.



SEXEC – Executive Secretariat
COEST – State Co-ordination Body
COTER – Territorial Co-ordination Body
COMUM – Municipal Committee
GEPED – Pedagogic Activities Division
GEMOB – Mobilization of Community Resources Division
GERAF – Finance Division
GERAP – Supporting Activities Division
APEDE – Pedagogic Activities Agency
AMOBE – Mobilization of Community Resources Agency
ARAFE – Financial Administration Agency
ARAPE – Supporting Activities Agency

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Co-operation at State and regional level

At state level, MOBRAL co-operates with a large number of institutions. For example, the São Paulo state Co-ordination Body, in a report, gives a list of thirteen institutions with which MOBRAL co-ordinates very closely.*

At regional level, other examples of inter-institutional co-operation can be mentioned. The installation of the Regional Co-ordination Body for the North-East, in Recife, was made possible by the fact that the Regional Delegation of the Ministry of Education provided the necessary premises, while the North-East Bank and the Department of the Controller of Development of the North-East (SUDENE) supplied the furniture and equipment. The Armed Forces provided warehouses for storing the teaching materials and the MOBRAL Central Office sent a vehicle.

Relationships facilitating vocational training

One of the features of growing importance in the development of MOBRAL's programme is the provision of vocational training facilities for students completing its courses, and in particular the integrated primary courses. A large proportion of the participants are unemployed or under-employed, and the staff of MOBRAL arranges for them to enter institutions where they receive vocational training. The urgent need for the establishment of close links between the education of adults and training for work is obvious from the fact that, according to the 1970 census, 84% of the working population had less than 4 years' schooling. (15)

There are in Brazil numerous institutions engaged in training workers who are already in employment or are seeking employment. The present trend is for the establishment of relationships of co-operation between MOBRAL and such institutions. MOBRAL is able to provide courses in literacy and primary education for candidates applying for vocational training; and on the other hand, many of those who have completed MOBRAL courses can obtain employment only if they have further training in appropriate institutions.

Between 1964, when it began to operate and 1972, the Intensive Programme for Manpower Training (PIPMO) gave vocational training to 658,802 persons in the primary, secondary and tertiary sectors. In 1973, MOBRAL will contribute a million and a half cruzeiros to enable PIPMO to provide training for 30,000 students who have completed MOBRAL courses, priority being given to unemployed persons who have completed the integrated education course.

The National Industrial Apprenticeship Service (SENAI) and the National Commercial Apprenticeship Service (SENAC) are private bodies which are respectively supported by industrial and commercial firms, and which run adult training centres throughout the country. SENAI, which was established 30 years ago, trains some 200,000 workers each year; and SENAC, which has been in existence for 25 years, has trained over 800,000 persons to take up various medium-level specialized jobs in commerce. MOBRAL, since its aim is to provide training in order to raise the employment rate, has worked in close co-operation with these two services, concluding with them numerous local agreements which it is now desired to raise to federal level.

Similar links exist with the Brazilian Assistance League, also a foundation financed by 40% of the net revenue of the Sports Lottery, which operates programmes of assistance for families, children and adolescents. In 1972, the League organized 6,000 courses, providing training for more than 113,000 persons. Training was also provided for 2,000 literacy supervisors. In some places, women who have just become literate go straight on to take domestic science courses subsidized by the League. MOBRAL and the League are planning a programme for training 20,000 leaders by means of correspondence courses.

MOBRAL has signed an agreement with the Gaucho Labour Foundation of the State of Rio Grande do Sul for the training of 10,000 persons who have completed literacy courses.

Delegation of technical tasks

Since one of the features of the present process of development of the country is the encouragement of private initiative and since, at the same time, as already said, MOBRAL wishes to have as few officials of its own as possible, it delegates the work of carrying out studies and dealing with certain specific aspects of its work-plan to appropriate public and private bodies. Three examples of this form of co-operation are given below.

Since 1970, the production of the teaching materials used in the educational work undertaken by MOBRAL has been entrusted to publishing firms, which receive general instructions from

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* These institutions are as follows: DERSA; FEPASA; SUDELPA; Intensive Programme for Manpower Training (PIPMO); Manpower Division of the State Secretariat for State Labour and Administration; Regional Labour Delegation; National Institute of Social Security (INPS); Social Service for Industry (SESI); Interamerican Regional Community; Development Centre for the Countries of the Cono Sur; Rondón Project; National Institute for Colonization and Agrarian Reform (INCRA); São Paulo Rotary Club; Department of Ophthalmology of the Secretariat of State for Health.

MOBRAL, design the material, sub[illegible] their proposals and, if they are approved, pro[illegible]ed to publish and distribute the material. Sinc[illegible]e circulation figures run into millions, this w[illegible]k can only be entrusted to large firms. One of th[illegible] firms which publishes teaching materials for MO[illegible]AL employ[illegible]2,500 persons and has rotary pres[illegible]s capable of printing a million copies of magazines a day and offset machines which print a million four-colour sheets per day. MOBRAL's activities are confined to checking the technical standard of the material and, when necessary, storing it in the warehouses of the State Co-ordination Bodies. The cost of transporting the material to the state capitals is borne by the publishing firm. The municipal committees are responsible for collecting the material they require from the offices of the Co-ordination Bodies.

A second example of the delegation of work is provided by the joint action of MOBRAL and the Minerva Project in regard to the training of personnel by the utilization of radio broadcasts. Technical details of this joint scheme are given later. Suffice it to say here that the Minerva Project is an activity of the Educational Radio Service of the Ministry of Education and Culture, catering for the whole of the country and providing formal and informal educational programmes for young people and adults, listening either individually or in groups. MOBRAL, about half way through 1972, faced with the necessity of greatly accelerating the training of literacy instructors, drew up a training programme, and under a contract, the Minerva Project broadcast the programme to 90,500 instructors.

The third example is taken from the field of research work. MOBRAL will be obliged in the future to deal with the need for literacy training in rural areas. An experimental approach to this problem will be carried out, also on the basis of an agreement, in conjunction with the University of Viçosa in the State of Minas Gerais.

A comparison will be made of the results obtained on the one hand by conventional teaching conducted by a literacy teacher and, on the other, by radio teaching, in some cases with constant daily supervision and in others with intermittent supervision once a week on the part of the instructor. By this means, results can be evaluated with a view to extending the diffusion of literacy programmes in rural zones.

Contribution of the information media

The general public in Brazil is acquainted with the aims and activities of MOBRAL, owing partly to the wide coverage of the programme and the mobilization of multiple community resources, but partly also as a result of the relations between MOBRAL and the organs which influence public opinion, including in particular the great information media. The Cabinet Advisory Body on Public Relations, the Mobilization Division of the MOBRAL Central Office and the Mobilization Agents of the State Co-ordination Bodies maintain these relations. The press regularly publishes information about MOBRAL; and there is an agency which furnishes the MOBRAL Central Office with copies of all press references to the programme an average of seventy cuttings a week. On some occasions, such as for instance the celebration of International Literacy Day, MOBRAL has organized press conferences for national journalists and foreign correspondents.

The radio and television have broadcast on the national network news about important events in which MOBRAL was concerned, such as manifestations in Celebration of International Literacy Day. To support recruitment for MOBRAL courses, a television channel in Rio de Janeiro at one point, broadcast 15-second flashes, featuring popular actors who urged enrolment in such courses; and they are to be relayed by eleven other channels throughout the country at no cost whatever to MOBRAL.

The assistance rendered to MOBRAL by the information media is undoubtedly of much greater significance in the small towns, where the references to MOBRAL may constitute the most important news of the day, warranting, from the journalistic point of view, as much as eight columns on the front page of the local newspapers. This co-operation is being consolidated by the extension of the practice of making awards to the information media for their contribution to MOBRAL's objectives, in the course of ceremonies which will be described later.

The Brazilian Post and Telegraph Company, on 28 November 1972, issued a series of four "national development" postage stamps, one of which related to MOBRAL.(1)

MOBRAL also has something to offer to other institutions

In this survey of relationships which contribute to the work of MOBRAL, mention must be made of instances of reciprocity that have recently come to light. The number of bodies requesting the co-operation of MOBRAL is increasing daily. The result of this has been to establish a dense information network in the country, with a very large proportion of listeners amongst the popular classes. The MOBRAL programme has in fact the largest geographical coverage of any of the national programmes. As a result, bodies of various types frequently request MOBRAL to include in the teaching material used references to problems with which they are concerned. The possibilities of this co-operation on matters of

the greatest national importance such as nutrition for instance are enormous. The Ministry of Health, moreover, is interested in securing the co-operation of the large numbers of MOBRAL literacy instructors for its major health campaigns such as those in favour of vaccination.

Another body with which MOBRAL co-operates is the Institute for Vocational Screening and Guidance (ISOP) of the Getulio Vargas Foundation. Since 1970, this Institute has been working on the development of a battery of tests designed to enable the armed forces to give vocational guidance to their young recruits. It is hoped to extend this service to cater for all young people of both sexes. This will necessitate the participation of an institution covering a much wider field. MOBRAL can contribute the advantages of its comprehensive organizational structure and, at the same time, offer its students vocational guidance services which will increase the efficacy of integrated education and help in directing those who have completed the course to manpower training centres.

In May 1973, as an experiment, tests were carried out to ascertain the aptitudes (mechanical, special, numerical, verbal, bureaucratic) and interests of 1,610 students of 7 municipalities of São Paulo. In a second stage, it is proposed to extend this service to the whole of the MOBRAL network.

Thus, because of the great extent to which it has succeeded in reaching all sections of the country, MOBRAL will probably one day convert itself into a potential agency for the dissemination of all those aspects of a national development policy which can be included in a comprehensive adult education programme. The question whether such tasks can be undertaken as being compatible with the specific mission of MOBRAL raises interesting problems in regard to the planning and execution of programmes.

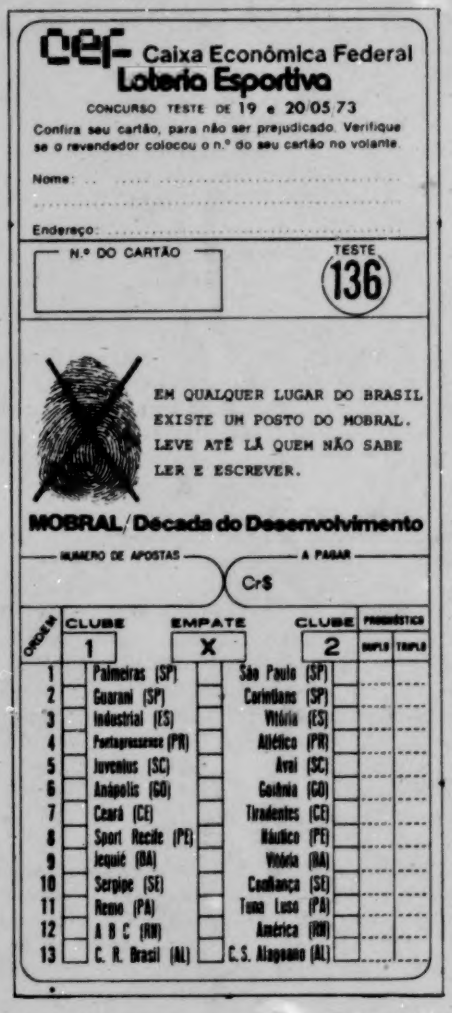
FINANCING

Main sources

In accordance with Article 7 of Law 5,379 by which MOBRAL was set up, its resources were constituted initially by subventions from the Union, donations and contributions from institutions and individuals and any sundry income.

Decree Law 594 of 27 May 1969, with the Regulations laid down in Decree 66,118 of 26 January 1970, set up the Sports Lottery, and allocated 30% of the net revenue deriving therefrom to literacy programmes. Under this arrangement, MOBRAL received in 1972, in periodic instalments, the total sum of 86,000,000 cruzeiros (14,191,420 dollars).

The Sports Lottery is confined solely to bets on the results of football matches. Bets, which are entered on the form reproduced below, can be made throughout the country once a week; they are processed mechanically by means of a punched card. The minimum wage is two cruzeiros (0.3 dollars) for 14 forecasts, the maximum 108 cruzeiros (17.83 dollars) for 21 forecasts.



CEF Caixa Econômica Federal
Loteria Esportiva

CONCURSO TESTE DE 19 e 20.05.73

Confira seu cartão, para não ser prejudicado. Verifique se o revendedor colocou o n.º do seu cartão no volante.

Nome: .....

.....

Endereço: .....

N.º DO CARTÃO

TESTE 136

EM QUALQUER LUGAR DO BRASIL EXISTE UM POSTO DO MOBRAL. LEVE ATÉ LÁ QUEM NÃO SABE LER E ESCREVER.

MOBRAL/Década do Desenvolvimento

NÚMERO DE APOSTAS — A PAGAR Cr$

ORDEM	CLUBE 1	EMPATE X	CLUBE 2	PROGNÓSTICO DUPLO	PROGNÓSTICO TRIPLO
1	Palmeiras (SP)		São Paulo (SP)		
2	Guarani (SP)		Corinthians (SP)		
3	Industrial (ES)		Vitória (ES)		
4	Portuguesa (PR)		Atlético (PR)		
5	Juventus (SC)		Avaí (SC)		
6	Anápolis (GO)		Goiânia (GO)		
7	Ceará (CE)		Tiradentes (CE)		
8	Sport Recife (PE)		Náutico (PE)		
9	Jequié (BA)		Vitória (BA)		
10	Sergipe (SE)		Confiança (SE)		
11	Remo (PA)		Tuna Luso (PA)		
12	A B C (RN)		América (RN)		
13	C. R. Brasil (AL)		C.S. Alagoano (AL)		

By way of example, in the first week of May 1973, the number of bets received was 9,438,281, for a total sum of 53,420,446 cruzeiros (8,815,255 dollars), with an average of 5.65 cruzeiros (0.93 dollars) per bet. Of this total, 10% goes to the National Social Security Institute towards the cost of its normal social security and medical assistance programmes. Of the remainder, 12%

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goes to cover organizational costs, 13% goes to pay the commission of the Federal Economic Fund and of the ticket-sellers, and 50% is distributed amongst the winners. The remaining 25% constitutes the net revenue of the Lottery which, in its turn, is distributed as follows: 40% to the Brazilian Assistance League, 30% to the National Sports Council and 30% to the literacy programmes organized by the Ministry of Education. The Ministry allocates to MOBRAL 80% of this revenue which, in the first week of May, which was taken as an example, represented for MOBRAL a contribution of 2,884,704 cruzeiros (476,023 dollars).

The slips on which bets are entered often mention MOBRAL and the desirability of urging illiterate people to enrol in literacy classes.

The cost of the administration of the Sports Lottery is borne by the Supreme Council of Federal Economic Funds: MOBRAL's task is confined to administering the sums allocated to it by the Supreme Council, in accordance with the independent and flexible system under which foundations operate.

On 8 September 1970, which was also International Literacy Day, the enactment of Decree Law 1,124 created a second major source of funds for MOBRAL. Under the terms of Article 2 of this Decree Law legal entities, when paying their income tax at any of the branches of the Bank of Brazil may, if they wish, fill in a form allocating to MOBRAL between 1% and 2% of the amount of the tax paid. The Bank of Brazil credits MOBRAL every month with the sums thus collected, with the result that, in 1972, MOBRAL received 43,229,437 cruzeiros (7,133,570 dollars). This Decree, which was orginally intended to remain in force until 1973, has been extended up to and including 1976, but no steps have been taken to make the deduction compulsory, instead of optional as at present. In 1972, 60,000 firms made this voluntary contribution to MOBRAL.

The sources from which MOBRAL is financed possess both strength and fluidity and this constitutes one of the most important features of the programme. In addition, the financial autonomy granted by Article 6 of Law 5,379 allows rapid and appropriate use to be made of these resources. For 1973, MOBRAL had at its disposal a budget of 202,000,000 cruzeiros (34,000,000 dollars).(14)

Expenditure

With its resources MOBRAL meets three types of expenditure: (1) the current costs of the MOBRAL Central Office and of the State, Territorial and Regional Co-ordination Bodies; (2) the cost of the teaching materials produced by publishing firms under contract; (3) the cost to the Municipal Committees of teaching according to the number of students. For literacy teaching, instructors in 1973 received 24 cruzeiros (3.96 dollars) for each adult attending for the fourth month. Teachers in charge of the sixth month of literacy courses (supplementary course, when necessary) receive 4.80 cruzeiros (0.79 dollars). Those responsible for the Community Development programme are paid 3.30 cruzeiros for each participant. Teachers in charge of integrated primary education come under the State and Municipal Secretariats of Education, and are paid at varying rates. MOBRAL's task, in this case, is confined to arranging for the training staff and providing teaching materials.

Contribution of States and Municipalities

The cost of the eradication of illiteracy in Brazil is not defrayed exclusively from the resources of MOBRAL itself. The work entails also other expenses, which are covered by the community. At the municipal level a considerable expenditure has to be incurred, ranging from the payment of local technicians to the purchase of chalk. Many municipalities have set up large technical workshops and own vehicles, pay rents, pay literacy teachers at special rates, publish additional material and award prizes or give incentives. There is an infinite range of the financial efforts made at municipal level and, unfortunately, the work has increased so fast that it is not possible to assess them for the purpose of including them in the overall cost of the literacy teaching process. MOBRAL encourages the constitution, in every municipality, of a Special Literacy Fund fed by contributions from its own municipal budget, the community and the MOBRAL Central Office. Certain government bodies meet definite needs arising out of the literacy programme. One of the latest Regional Co-ordination Bodies to be set up is the Mid-West Body, which will operate in very sparsely populated States. The Governments of the states of Matto Grosso and Goías have placed an aircraft at the disposal of the Co-ordination Body for use whenever necessary; and, in co-operation with the Amazonas Commercial and Industrial Association, the Technological University for Labour and PIPMO, the construction is being undertaken of nine boats for the use of MOBRAL in the Amazon region. The prefecture of the Municipality of São Paulo, in 1972, contributed the sum of 10,000,000 cruzeiros (1,650,165 dollars) to the MOBRAL programme, which made it possible to provide for 15 regional units with 59 technicians to operate in the city. Many other examples might be given, all of which would confirm the existence of strong support for the work of MOBRAL.

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Costs

On the basis of the information for 1972, MOBRAL has been able to determine the unit costs of its various programmes.

For literacy courses, with a final level of productivity of 52%, the cost per literate pupil is 57.62 cruzeiros (9.50 dollars). This figure includes 11.68 cruzeiros for teaching materials, 40.70 cruzeiros for the pay of teaching staff and 5.24 cruzeiros for cost of administration and losses. If the cost were reckoned on the basis not of the number of adults actually made literate, but on the total number of participants, or of pupils under agreement, the unit cost would be 29.27 cruzeiros (4.83 dollars).

In the Integrated Education programme, MOBRAL bears only the cost of the teaching materials and 10% of the cost of administration and losses, amounting to 12.21 cruzeiros (2.01 dollars) per pupil participating. Members of the teaching staff are paid, in this case, by the State and Municipal Secretariats of Education.

In the Community Development programme, the cost per adult participant is 6.66 cruzeiros (1.09 dollars), made up as follows: 5.30 cruzeiros per pupil/programme for payment of monitors, 0.75 cruzeiros for teaching materials and 0.61 cruzeiros for administration and losses.(14)

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Chapter 3

The participants

STAFF

Strictly speaking, the staff of MOBRAL consists only of the permanent officials working in the MOBRAL Central Office and in the Regional and State Co-ordination Bodies: It includes neither the volunteers working on the Municipal Committee nor the thousands of literacy instructors and teachers working in the field. On the other hand, as already mentioned, some technical functions in areas such as the production and publication of teaching materials, research, methodological experimentation, etc. are carried out by other competent bodies. There are also some university graduates who work temporarily for MOBRAL in fields akin to those in which they intend to specialize, and in return, are given study grants. All this reflects MOBRAL's policy of cutting down its own staff to the minimum.

Central office

The MOBRAL Central Office, located in a five-storey building with a floor surface of 1,350 m^2, has a staff of 399 officials.

The MOBRAL Central Office has a directorate responsible for "supervising the administration of the MOBRAL staff in regard to recruitment, appointment, promotions and rates of pay".(19) The administrative regulations governing the staff are designed to ensure a flexible policy of staff management appropriate to the emergency nature of the work entrusted to MOBRAL. Its officials enjoy a number of social advantages which give them a status better than that of other Brazilian workers.

A point worthy of note is that it is in the interest of the institution to promote the vocational training of its staff. The 90-day probation period for new staff members includes training; special leave is granted for studies that may prove to be in the interest of MOBRAL; and the various authorities are required to organize training, refresher and vocational study courses at some of which attendance may be compulsory.

In regard to the professional composition of the technical staff of the MOBRAL Central Office, it is important to note the large number of disciplines represented. This is one of the main features of MOBRAL. The work of teaching is entrusted to the municipal committees, whose staff are often called teachers. This is not the case as regards the staff of the MOBRAL Central Office. When the institution was set up there was not any large-scale transfer of technicians from the Ministry of Education and Culture to the new body. Furthermore, teaching material is produced by private firms, outside MOBRAL. Thus the policy of delegation and decentralization makes it possible for the MOBRAL Central Office to concern itself with the essential problems involved in mobilizing every year more than four million Brazilians, some qualified for teaching work naturally, but others with qualification of a sociological, financial or administrative nature. MOBRAL is basically a sectoral development project. It is not surprising, therefore, that its President is a businessman and economist, and its Executive Secretary an engineer. The following list of the 61 members of the technical staff of MOBRAL with a higher education, gives their original branch of study:

Pedagogy	12	Librarianship	2
Economics	6	Administration	2
Political and social sciences	5	Accountancy	2
Engineering	4	Mathematics and physics	2
Military training	4	Geography	1
Law	4	Communication	1
Social service	3	History	1
Sociology	3	Physical education	1
Letters	3	Nutrition	1
Linguistics	2	Naval college	1
		Planning	1

At regional and state level

As to the technical staff working in the Regional and State Co-ordination Bodies, the information available shows that, at this level, there is an increase in the proportion of staff members trained in the educational sciences, although people with a different professional background are to be found both amongst the co-ordination staff and amongst the agents.

At municipal level

The Municipal Committees have technical staff hired on a fee basis, in greatly varying types and numbers. In small municipalities work concerned with class leadership, co-ordination and supervision is usually entrusted to staff with teaching experience. In the Municipality of São Paulo, however, which has the largest population of the country, the post of Chairman of the Committee is filled by the Secretary for Social Welfare of the State, and this has resulted in establishing useful co-operation between educationists and social service workers. Approximately one-half of the technical staff employed by the Committee are social assistants. Social assistants also play an important part in the municipalities in the interior of the state, with the result that the programme constitutes a balanced combination of literacy teaching and community organization, and thereby becomes more functional.

Literacy teachers

The literacy programme rests, in the last analysis, on the work of between 100,000 and 110,000 literacy teachers who, as already mentioned, are not permanent staff members of MOBRAL. They are engaged by the Municipal Committees in implementation of agreements concluded with MOBRAL, and their pay varies according to the number of literacy pupils in their charge.

A survey carried out by the Pedagogical Department of the MOBRAL Central Office in the first half of 1972 concerning the qualifications of 66,845 literacy teachers working in 2,650 municipalities (approximately two-thirds of the total programme) gave the results shown in percentages in the table below:

This table calls for a few comments.

In the first place about half of the literacy teachers have attended school for barely 4 years (complete or incomplete primary course). Some of them attend supplementary education courses. In rural districts in particular it is difficult to recruit relatively cultured teachers, despite the fact that the pay is by no means to be despised. It is true that this difficulty cannot be overcome in a short period of time by setting higher academic requirements. What is needed is the acceptance of the principle that those who possess knowledge are under an obligation to pass on that knowledge to those who do not possess it. In many regions the teachers in the primary schools - now called first grade schools - have barely completed or have not completed the primary school course themselves, so that their function with children of school age is basically one of literacy teaching, which is a task similar to the one MOBRAL asks them to undertake amongst the adult population. In order to break the vicious circle, it is necessary to accept the co-operation of this type of teacher and, by various means to enable him to act as a group-leader at community level. It is here that MOBRAL can play a most important part by encouraging and improving the standard of work of those who occupy the most modest places in the educational system. As the policy followed hitherto has been to tackle the problem of illiteracy mainly in the urban areas, success would seem to depend on the work of training that will have to be

Table 10. Qualifications of literacy teachers - First semester of 1972 - Relative figures

Region	Complete or incomplete primary (up to 4 years)	1st cycle, complete (8 years)	1st cycle, incomplete (between 5 & 7 years)	2nd cycle, complete (11 years)	2nd cycle, incomplete (between 9 & 10 years)	Teacher training, complete (11 years)	Teacher training incomplete (between 9 & 10 years)	University (more than 11 years)	Others	No reply
North	49.80	4.66	11.39	2.23	5.53	9.75	6.15	2.54	1.05	6.90
North-East	58.30	3.52	12.85	1.51	3.96	7.40	7.00	0.53	2.00	2.93
South-East	34.61	4.65	9.21	2.92	5.62	23.50	12.46	4.07	0.76	2.20
South	30.44	10.74	16.26	4.56	9.03	11.71	12.83	1.99	0.34	2.10
Mid-West	34.81	7.57	20.40	2.69	8.40	10.61	11.10	1.21	1.17	2.04
TOTAL	47.27	4.68	12.20	2.29	5.12	13.12	9.38	1.87	1.39	2.68

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carried out when literacy programmes are widely introduced in rural areas.

The fact that so many literacy teachers have themselves only primary level schooling may hamper the continuation of studies by adults who have become literate. Teachers for the 12-month integrated primary education courses need to be more highly qualified.

The academic level of the literacy teachers depends on the facilities available to the educational system in each centre. Thus, for instance, the survey carried out showed that, in the State of São Paulo, of 3,631 literacy teachers considered only 65 (1.80%) were of primary school level; 1,967 (54.17%) had qualified in a teacher training institution and 670 (18.45%) were students or qualified teachers of university level. In the municipality of Ribeirão Preto, in the same state, where there are a number of higher education centres, of the 72 literacy teachers working in November 1972, 10 were secondary school teachers and the remaining 62 were students in various faculties of the university. In the city of Salvador also, the literacy teaching was done either by secondary school teachers or by university students. At the same time, in the State of Bahía, of which Salvador is the capital, 43.85% of the literacy teachers have only primary schooling; 18.50% are college-trained secondary teachers; 14.61% have not completed the teacher training course, and 0.50% are of university level.

From what has been said above it is clear that the results MOBRAL can obtain in various centres will vary greatly on account of the diversity of types of literacy teachers with which it has to work.

There are furthermore two apparently interrelated factors which affect the situation: (a) the very great turnover of literacy teachers; (b) their youth. In the municipality of São Paulo, 32% of the literacy teachers changed in the course of one year. 65.4% of literacy teachers are aged between 18 and 24. This suggests that MOBRAL plays an important part in awakening the social consciousness of young people who, even though for only a short time, are brought into contact with the problems of the education of the people and are able to test whether they have a vocation for teaching or social work. The problems which, in their turn, arise from this fact in regard to the programme for the training of literacy teachers are also considerable.

Lastly, the predominant opinion in the MOBRAL Central Office is that, in the case of literacy teachers conventional teacher training does not ensure better results, from either the quantitative or the qualitative point of view, in so far as it does not cover the problems and techniques of the education of adults. Crash training courses for literacy teachers may give young people of a certain general educational level the qualifications that are indispensable for running literacy teaching courses and even for organizing small groups to work for the improvement of the community. The Municipal Committee of Recife has 339 literacy teachers, of whom 231 are professional teachers and 108 amateurs. Some of the latter, known in Brazil as leigos, have, in the opinion of the municipal authorities, obtained better results than the professional teachers. The Municipality of Igarassú in the State of Pernambuco has some 80,000 inhabitants, and an adult illiteracy rate of 60%. Four months after the beginning of MOBRAL's work there, the literacy class-units had 4,000 participants, the largest group of students of various levels in the Municipality. The Chairman of the Municipal Committee at the end of 1972 was a dentist, the co-ordinator a woman teacher working in an honorary capacity. One of the class-units of this municipality is run by a shopkeeper with a secondary education (8 years' schooling). The class-unit operates in premises specially designed and built by the literacy teacher with the co-operation of the community. It has a well-lit classroom, a room containing wash-basins and a medicine chest, a small audio-visual studio with record-players, a discothèque, sound equipment and loud-speaker installations used for transmitting to the population both music and exhortations to follow MOBRAL courses. The literacy teacher has contrived, in addition, to supplement the MOBRAL teaching material, which is designed for national use, with illustrations relating to the environment in which he is working. The MOBRAL staff has instructions to encourage such examples of initiative on the part of literacy teachers.

The experience of Brazil seems to confirm that, while professional teachers, with or without a diploma, have an important part to play in this type of programme, other collaborators with very different backgrounds are also able to act effectively as literacy teachers. Questions of this kind open up a very important field for research.

Staff for integrated primary education

This programme started in 1971 with an experiment carried out in the five regions of the country, covering 33,000 adults. An assessment made at the conclusion of this experiment(22) showed that the Co-ordinators and the members of the Municipal Committees chose more than half the staff required from the ranks of the best qualified literacy teachers. This ensured accurate knowledge of adult psychology and of the organization and characteristic features of MOBRAL. The rest of the staff were drawn from trained teachers who

had no previous experience of working with MOBRAL, student teachers and persons without teaching experience. More than half the teachers had experience of working with children and adolescents, and they found that, although the problems that arose were different, dealing with adults was more rewarding and creative.

The expansion of integrated education within the MOBRAL programme has necessitated a very large increase in the number of teachers who come directly under the authority of the State Secretariats of Education and the Municipal Prefectures; but the general pattern of the composition of the teaching staff has remained the same as at the experimental stage.

Staff for the community development programme

There were, in 1972, 5,747 people working on this programme, most of them literacy monitors employed by MOBRAL. Some of them had received training in community development work in various programmes of this type carried out in Brazil in recent years. One of the textbooks used ("Usted es acción - "You are action" - "Você é ação" - "Your name is action") is intended for group-leaders, and gives instructions on how to learn to know the community and how to direct the planning and execution of group activities for the improvement of the community.

TRAINING OF STAFF

Criteria for training

For a new major programme on a national scale, like that of MOBRAL, the question of the training of staff is a fundamental matter. MOBRAL maintains the principle that training is a permanent necessity for all its staff. No one can do without training; training is never completed.

In consequence, training is intended for the higher technical staff, the field staff and the community leaders. In all these cases, it is not a matter merely of inculcating notions of the techniques of adult education or of teaching routine organizational methods; the aim is to give the staff an understanding of the problems of economic and social development and to enable staff, according to their level and environment, to apply general principles in a creative way to the contingencies they meet in their work.

Training is moreover organized in the form of a pyramid, so as to benefit by the technical structure of MOBRAL itself. The central teams train themselves, by examining the problems of each area of action; they then train co-ordinators, supervisors and technicians at regional or state level, and they in turn pass on their knowledge to the field staff.

In this respect, too, MOBRAL's policy is to delegate functions. As far as possible, certain aspects of training that are duly identified and approved are entrusted by agreement to technical teams under special contracts.

Training machinery

The development of the programme led MOBRAL, in 1972, to set up a Research and Training Division. It is located in a separate building on the Corcovado road, close to the MOBRAL Central Office but at the same time away from the bustle of the city. This Research and Training Division is equipped with meeting rooms, laboratories for audio-visual activities, offices for research work and a special documentation centre called the Technical Documentation Unit.

In regard to the training of staff, this Division has a threefold responsibility, namely,

- The further training of high-level technical staff. This is an interdisciplinary, continuing task, to be carried out both in the Division and also in other institutions, in accordance with needs ascertained by those in charge and by means of enquiries amongst the staff.
- The training of staff serving in the field: supervisors, co-ordinators and teachers in general. This is the work carried on outside the Division which is concerned with the greatest number of people.
- The spreading of information about MOBRAL at international level, through training activities and exchanges with foreign technicians.

The most widespread training activity has been the organization of courses for literacy teachers and teachers concerned with the integrated education programme. Between 1970 and 1972, the MOBRAL Central Office trained directly 785 persons who, in turn, passed on their training to 43,829 front-rank literacy workers throughout the country. The method used was that of regular courses lasting from 5 to 10 days based on an instruction manual. For literacy teachers, this manual deals with the theory of functional literacy teaching, working methods and techniques and features of the MOBRAL assessment system, contains suggestions for helping students who have special difficulties and describes various techniques for use by group-leaders.(23)

The part of the manual which deals with the training of teachers concerned with integrated education covers a wider field. It deals with the work of MOBRAL as a whole, the part played by

integrated education in economic and social development, the basic features and techniques of accelerated education of adults, the psychological bases of the educational process, motivation, the rôle of the teacher, the characteristics of adult students, techniques of group work, evaluation and teaching materials.(24)

Owing to the need to extend the field covered by MOBRAL, it was decided, towards the middle of 1972, to use other more economical and more effective means for the training of literacy teachers, and 90,500 of them received training by radio. This activity, in which the Minerva Project co-operated, will be dealt with in greater detail in the next chapter.

Refresher training

Steps have been taken to circulate periodically to workers in the field communications providing encouragement and conveying new technical knowledge. In 1972, the Pedagogic Activities Division distributed throughout the country a number of circulars designed not so much to extend the technical training of literacy teachers as to give them moral support and to gather information by means of questionnaires.

From March 1973 onwards, MOBRAL has been issuing its monthly information bulletin, MOBRAL INFORMA, with a circulation of 40,000. It provides those taking part in the programme with up-to-date information concerning the activities of the Movement, strengthens the determination of all the participating organizations and provides continuous specialized training for those responsible for technical tasks.(25, 26)

The logistic problems involved in the rapid distribution of periodical bulletins and circulars have led some MOBRAL technicians to contemplete keeping in touch with literacy teachers once a week by radio. But even this solution, in a country the size of Brazil, is a complicated operation.

The career of the adult education teachers

One Brazilian out of every thousand is doing teaching work under the MOBRAL programme. This is a considerable group of people. For the majority of them, it is at the present time a job that will come to an end. Others, who are engaged in integrated education, have before them a long period of activity that will go on until the education of the Brazilian people is raised to a more satisfactory level. This means that there will be a need for adult education specialists not only for technical work but also for service in the field. The teacher training schools do not provide training for this area of activity and moreover, as already mentioned, there is a very great turnover of teaching staff. Hence a meeting of MOBRAL co-ordinators recommended that steps should be taken to encourage people to take up adult education work, by including this speciality in the training of teachers as one of the optional subjects for post-graduates, and by giving information about it to future teachers at all levels.

The MOBRAL supervisory service, which is dealt with in the next chapter, also contributes to the permanent improvement of the standard of the staff.

STUDENTS

Up to the end of 1972, MOBRAL's activities had catered for 8,812,000 people: 7,354,000 in literacy courses, 950,000 in integrated education courses, and 508,000 in community development activities. This means that one in every six Brazilians aged 15 or over has benefited from the educational work of MOBRAL.

Some characteristics of the students

There are as yet no data available on the question of how the total number of MOBRAL students is made up. Partial surveys have been made, and both central and local authorities are greatly interested in finding out as much as possible about this enormous mass of people, which exceeds the population of thirteen Latin American countries.

In the first half of 1972, a survey was made of 258,704 literacy students in 9,274 literacy class-units located in 127 municipalities in the North and North-East regions. The distribution by sexes for these two regions taken together was as follows: men 54%, women 45%, no reply 1%. In the North region, 42% of the persons interviewed had attended school occasionally; in the North-East region, 36% had done so. In the North, 32% of the students were heads of families; in the North-East 30%. The composition by age group is shown in Table 11.

The figures in this table are not necessarily representative of the country as a whole; but they do indicate that, in these two regions, 68% of the literacy students are under 25, and barely 10% over 40, which corresponds roughly both to the priority scale adopted by MOBRAL and also to the logical aim of any initial massive literacy campaign. It is worth noting that, in these two regions, 26% of the students are under 14, the age laid down in the Constitution for the end of compulsory schooling. In regard to the part played by MOBRAL in supplementing the education provided by the regular system, certain observations will be made later. At this point it should be mentioned that these two regions are the ones most

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Table 11. Literacy Programme. Composition of student body by age-groups in the North and North-East regions

Region	Total number of students	Ages of students (Percentages) - Relative figures									
		Under 12	12 to 14	15 to 17	18 to 20	21 to 25	26 to 30	31 to 40	41 to 50	Over 50	No reply
North	22 713	3	21	17	13	11	9	12	8	4	2
North-East	235 991	5	22	17	13	12	8	11	7	3	2
Both regions	258 704	4	22	17	13	12	8	11	7	3	3

affected by the shortcomings that still exist in the educational system, as was seen in Chapter 1.

According to statements by Co-ordinators at different levels, the main bulk of the students is composed of girls, housewives, unemployed and under-employed youths and unskilled workers.

In some towns, the programme has been extended to cater for very specific sectors of the population. In Salvador, courses have been organized for lepers and convicts; in São Paulo, classes have been held for blind people and for Japanese immigrants, who have first had to be taught the letters of the Portuguese alphabet.

The above-mentioned assessment of the results of the 1971 experimental programme of integrated education was based partly on interviews with 1,387 students (4.2% of the total) selected from the five regions of the country. The report shows that:

- approximately 60% of the participants were under 20 years of age;
- between 19 and 31% of those interviewed are domestic employees; next come building workers, employees in commerce, waiters, workmen, farmhands, dressmakers.

Motivation

This is a question of the greatest importance for research, but one on which little information is nevertheless available. What induces people to learn to read and write? In other words, how can the success of MOBRAL's work be explained? From various documents and from the statements of literacy teachers and literacy students it appears that motivations vary greatly.

The strongest and socially most significant motivations are those mentioned by really adult students, those of between 20 and 35 years of age. Adolescents who, as we have seen, constitute half of the student body, appear to be more changeable, and often liable to drop out in order to pursue other interests such as sports, for instance. Adult males give the wish to be able to change their jobs and improve their way of life as the reason for becoming literate. Women mention the importance they attach to being able to help their children with their school work. There are also cases of women who say that they have devoted the years of their youth to the education of their children and have been unable to educate themselves - a situation which has changed now that MOBRAL provides an opportunity for making up for lost time. For both sexes, the prospect of being able to go on studying and, thanks to the mass of opportunities provided by MOBRAL, to acquire skills related to their work is an inducement to take the first step, that is to say, to learn to read and write.

In many places, the establishment of the literacy class-unit has been an important factor in the social integration of the community. In many places the people have neither anywhere to meet nor any real reasons for gathering together. MOBRAL's courses have created or strengthened the feeling of belonging to a group where people can discuss their common problems and where, in some cases for the first time, there is a leader in whom they can have confidence. The women especially often form a strong attachment to their teacher who, of modest origin though she may be, acquires the stature of a spiritual guide. Thus MOBRAL brings into some communities an important factor of social cohesion and the classroom becomes at one and the same time a lecture hall and a centre for mutual interchange and recreation.

It might be concluded from the foregoing that, in the case of some more homogeneous groups, such for instance as that of the building workers, economic motives are the most important. On the other hand, in the case of heterogeneous groups - children, adolescents, adult men and women - social motives predominate. The training of literacy teachers so that they become qualified to deal with all these different situations and, when possible, to organize groups with kindred interests, is essential to ensure indispensable communication and to enchance the functional character of the system.

There are also a number of obstacles which may affect the productivity of the programme. For workman engaged in heavy physical labour, for instance, learning to read and write represents an additional sacrifice and one which, in itself, brings no benefits. In urban areas, there are distractions whose pull is hard to resist: there are landowners who place difficulties in the way of the literacy

training of their workers because they know that it will lead to greater enforcement of the labour laws. Domestic duties may constitute an obstacle for young mothers of families, who sometimes postpone their enrolment in the literacy class until their children are old enough to need less attention.

In some regions, the relation between supply and demand on the labour market is such that institutions in the public sector and firms in the private sector have been able to stipulate that people must be literate in order to keep their present jobs or take up jobs. In these cases, the community makes it compulsory to learn to read and write, which is no doubt an effective way of dealing with residual illiteracy since it means that to be a member of the working population it is essential to be able to read and write. It is only right to recognize that this situation, which is common in the Southern States, has resulted in employers and administrators granting their employees time off, with pay, so that they may take advantage of the opportunity to learn to read and write.

The students attending integrated education courses have a number of interesting characteristics. Most of them go originally to the literacy class-units at the invitation of members of the Municipal Committees, literacy teachers or friends. On the other hand, the decision to go on to integrated education is usually a personal one, promoted by the realization that continued study is a means to a better way of life. Between 50% and 72% of those interviewed for the purposes of the aforementioned assessment stated that they wished to go on studying, and to pass on to the stage previously known as the "gymnasium". If possible organized in accordance with the MOBRAL system. Between 19% and 43% stated that their aim, after completing their primary studies, was to secure a better job.

These results reveal a fact of the greatest significance for the future work of MOBRAL. The incorporation and retention of the student depend on many factors and, during the first few months, the determination to stay is not very strong; but when the literacy stage has been successfully completed most of the students concerned wish to attend the integrated education courses, hoping, when they have completed them, to find new opportunities within the technical and organizational framework of MOBRAL or through other bodies which can offer them facilities for vocational training.

Drop-outs

A quantitative analysis of this problem will be made in Chapter 5. In this matter of the drop-out of students, their place of work is an important factor. Building workers, for instance, may attend courses at a class-unit near the building on which they are working, but this becomes inconvenient if they then become unemployed or start a job elsewhere. In rural areas, Municipal Committees have been advised to try to bring the calendar of literacy class-units into line with that of agricultural work.

In the case of integrated education, change of domicile and reasons connected with work seem to constitute the main cause for dropping out; problems connected with work and health are responsible for occasional absences from classes.

There is no test of general application that makes it possible to ascertain the intellectual and cultural level of students who enrol in literacy class-units. The fact that, in the North and North-East regions, 36% of literacy students have previously had some schooling suggests that some adolescents and adults may be chronic illiterates with insuperable difficulties in acquiring the techniques of reading and writing. MOBRAL's experience shows that, when a student is not successful within a certain stipulated time, it is very difficult to get him to start again from the beginning. This was the reason for organizing a sixth month for the benefit of those students for whom five months proved insufficient.

As in all programmes of this type, there is a danger that students who gain their proficiency certificate may subsequently revert to illiteracy. In the rural areas where, in 1970, two-thirds of all illiterates were living, there are few opportunities for making practical use of the ability to read and write. MOBRAL intends to encourage people to keep up their skill by publishing plenty of reading material and organizing libraries and reading rooms. In places where there are integrated education courses the risk of reverting to illiteracy is much less. If they are able to continue for 18 months to practise their skill in an interesting way, students appear to be sure of remaining literate.

In seeking to retain a high proportion of its students, MOBRAL starts by treating them as adults. The teaching material is designed for grown-up people, with family and social responsibilities. The training of literacy teachers includes notions of adult psychology and the techniques of group activities. A programme called "Cultural MOBRAL" has recently been initiated; those taking part in the courses are to be given certain responsibilities, and arrangements are to be made for the formation of Associations of Mobralites, which will promote sports and social and cultural activities, and which will be open also to those who do not take part in the courses. The greater or lesser extent to which this general policy is applied depends on the capacity of the literacy teachers. It is difficult to determine what effect it has on the people of Brazil, which is in full process of development, but it undoubtedly does have some effect.

THE COMMUNITY

Shared responsibility

The following are two important principles which govern MOBRAL's activity:

"- The Government does not have sole responsibility for national problems.

- The communities which constitute a nation must play their part in the solution of those problems". (13)

The application of these principles led MOBRAL from 1970 onwards to go beyond the stage of operating through agreements with a number of separate institutions and to organize as from that time a nation-wide network designed to mobilize all citizens under the slogan "You, too, are responsible". For work of this kind, the mobilization of the whole population is an essential factor of success. By MOBRAL's action the community is in fact brought to recognize that there is a problem, to take measures to solve it, and to co-operate under the guidance of a movement operating at national level. This experiment has undoubtedly civic and political repercussions: the capacity of both large and small communities of Brazil to deal with their problems has been increased as a result of this effort in a field of social work hitherto frequently neglected.

In every one of MOBRAL's State Co-ordination Bodies there is a Mobilization Agent who organizes the co-operation not only of the municipal authorities, but also of schools, churches, agricultural development agencies, public health services, co-operatives, workers, youth and student organizations, information media, etc.

Part played by the municipality

The centre of this activity is the municipality, a geographical and political unit of major significance in the life of the nation. There are in Brazil 3,957 municipalities. Their executive functions are controlled by a Prefect, their legislative functions by a municipal council; they are all elected. According to the Constitution, one of the main functions of the municipalities is to promote education, to which they are required to allocate 20% of their budgets. Within the limits of the means at its disposal, every municipality employs a technician to take charge of the organization of a miniature educational system. In some powerful municipalities, this appointment results in a complete technical and administrative structure. It should be noted that, in Brazil, primary and secondary education comes within the province of the state and municipal authorities.

Municipal Committees

MOBRAL has employed various means for inducing Prefects to take an interest in the literacy programme: circulars, interviews, big collections of analyses of the problem. The work is delegated to the Municipal Committees of MOBRAL. As one of the documents states: "The real executive agents handling MOBRAL's programme are the Municipal Committees, scattered throughout the entire country, which are responsible for recruiting illiterates, instructors and monitors, obtaining classroom facilities and organizing literacy courses. These Committees bring together members of the municipal government, businessmen, clergymen and representatives of public services and clubs, with the object of uniting community efforts towards the elimination of illiteracy". (27).

The Prefects arrange for the setting up of the Municipal Committees, which normally consist of five members: the Chairman, who is generally selected from amongst the representatives of the private sector; the Executive Secretary, a post usually entrusted to the person in charge of the education services at municipal level; the Co-ordinator General; and the persons responsible for Financial Affairs and Publicity and Information. There may also be sub-committees to deal with specific questions, and a Community Council, a kind of enlarged assembly, in which delegates of the students also participate. It is estimated that there are 20,000 citizens serving in a voluntary capacity on the Municipal Committees.

This sytem functions well. The municipalities, regardless of their political composition, have inter alia signed agreements with MOBRAL for the organization of series of courses. In May 1973, there were only twenty municipalities (0.5% of the total) which had signed no agreements with MOBRAL, and these were municipalities located in remote, sparsely populated regions, economically poor, although sometimes with large areas and great potential resources.

Forms of participation

MOBRAL contributes a fixed amount for each literacy student and for teaching materials and supervision. The Municipal Committees are responsible for internal organization and for mobilizing the community. It has not been possible to assess the value of this work, but it is certainly very considerable, both financially and from the civic point of view, especially in view of the numerous forms it takes. In 1972, the Municipality of São Paulo placed ten million cruzeiros at the disposal of the Municipal Committee. The work carried out under the auspices of MOBRAL

led to an upsurge of the local spirit. An industrial municipality in the South of the country used the following words in a pamphlet in support of the programme: "We can become the first town in Brazil with no illiterates, We have the right conditions. We have the means. All we need to do is to unite".(28) Other municipalities contribute by paying for electricity, providing transport facilities, making available premises for offices and classes, conducting censuses, recruiting students, selecting staff, arranging for publicity and propaganda, providing the material facilities for ensuring the regular functioning of the programme and, most important of all, giving moral encouragement to the co-ordinators, the literacy teachers and the students themselves.

In some municipalities "MOBRAL Sundays" and "MOBRAL weeks" have been organized, providing opportunities for arousing the interest of the population by means of speeches and activities of various kinds. The students themselves sometimes act as agents for this mobilization of the population; some state co-ordinators advance the argument that a participant "pays for" the education he has received by recruiting a new pupil.

It is interesting to see how the cause of literacy teaching has been taken up by local leaders: the Committees are composed of representatives of industry, trade, the public services and the learned professions who gladly sacrifice a great deal of their time to literacy work and bring to the solution of a problem which would appear to be solely an educational one the outlook of a business man, a leader, or a doctor. They say, moreover, that their contribution to the solution of this problem has enriched their own personal lives, giving them a new social dimension. It might thus be said that the mobilizers have themselves been mobilized by the system to which they contribute their collaboration. It is to be hoped that educational systems will lose nothing, but, on the contrary, will gain much from this invasion of their traditional monopolistic territory.

However, the popular contribution to the MOBRAL programme takes a great variety of modest but ingenious forms. Someone should make a list of them one day; the result would no doubt be very encouraging. To give one example only: in the town of Ribeirão Preto, in the State of São Paulo, the distributors of bottle gas have undertaken to make a house-to-house collection of old magazines and books, and deliver them to the Municipal Committee, which sifts them, throws out some of them and, using a vehicle specially fitted out as a mini-library, distributes the rest to literacy and integrated education class-units and to reading rooms.

Teaching premises

One of the most serious problems from the point of view of the planning of the programme and its execution in the field, is that of finding available premises for teaching. As a matter of principle, MOBRAL goes to great lengths to avoid holding courses in school buildings. The reason for this is obvious: the school is the symbol of the infant stage of education, and may remind the adult of the difficulties and frustrations he experienced as a child. For that reason, the Municipal Committees arrange for clubs, trade union centres, factories, churches and various other institutions to be made available and the community and students make the necessary installations. The best solution is arrived at when the group builds its own premises; this occurs by arrangement with the building workers trade union. While the building is being constructed, one part of it is adapted for use as a lecture hall and cultural centre. At Ribeirão Preto they went a step further: three mini all-purpose community centres have already been built in the suburbs, part of a chain of a hundred that has been planned. A private manufacturer of audio-visual materials has produced a series of slides, accompanied by a sound-track, to publicize the idea and obtain donations towards the construction of further community centres in the near future.

Mention must be made of one matter of the greatest interest. In many places, the people do not regard the MOBRAL work-rooms as a school. Both children and adults will say: "This is MOBRAL; the school is over there", or "I go to school, and my mother goes to MOBRAL". It is not for nothing that this distinction is made; on the contrary, it indicates that adult education has come to be regarded as a kind of social work, quite distinct from conventional schooling.

Nevertheless, many MOBRAL class-units operate in public or private schools, partly because there are no other premises available, and partly because this arrangement makes for a satisfactory understanding between those responsible for different aspects of educational work. The presence of MOBRAL in some of these establishments can certainly be a factor of progress.

Incentives

MOBRAL uses many methods for inducing more people to take part in its programmes. Among them should be mentioned the awarding of certificates and diplomas and the periodical distribution of prizes. The Municipal Committee of Salvador instituted two prizes in 1972: one for the literacy teacher with the smallest percentage of drop-outs from amongst his pupils; and the other for the periodical publishing the best report on MORBAL.

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On 8 December 1972, as part of the celebration of International Literacy Day, the Minister of Education and Culture presented a number of awards to the value of 51,000 cruzeiros (8,415 dollars) to those who contributed to MOBRAL's aims through the media of journalism, amateur photography, professional photography and documentary films.

The undoubted effect of these incentives offered at national level by the highest authorities is enhanced by other manifestations of a somewhat picturesque nature which contribute towards making literacy a goal to be sought by the whole of the community. In the municipality of Andradina, in the State of São Paulo, illiteracy has now been virtually eradicated. At the end of 1972, the sum of 30 cruzeiros was being offered to every person bringing an illiterate to enrol in the programme.

Chapter 4

Technical aspects

DIVERSITY OF THE PROGRAMMES

MOBRAL may be said to have developed into a real system of fundamental adult education. In effect, the need was felt to transform the original literacy programme into the further stage of a post-literacy programme, to bring about an improvement in the living conditions of the local community and to promote the cultural development of the population.

This has led to activities which MOBRAL has organized under the four main programmes described below. Other important aspects of the education of adults, especially those connected with manpower training, are dealt with on the initiative of some Municipal Committees or indirectly through agreements with institutions specialized in manpower training, as described in Chapter 3.

Functional Literacy Teaching

Under the policy adopted, MOBRAL has organized its literacy training programme on relatively uniform and simple bases. It is a matter of persuading the illiterate, and particularly the younger among them, by all possible means to attend the literacy class-units and to follow courses lasting from five to six months in order to obtain a literacy certificate. The daily sessions last approximately two hours and the time-tables are adjusted to fit in with the time available to the students. The courses are given by monitors whose cultural level varies greatly but who have been given elementary training. The groups consist of 25 to 30 students, whose degree of homogeneity varies greatly with the milieu. The system is organized and supported by the Municipal Committees and is subject to appropriate technical supervision by MOBRAL. Each month the literacy teacher complete and submits attendance sheets, on the basis of which the MOBRAL Central Office pays the monitors through the Municipal Committees.

The literacy campaign was conceived on a scale covering much more than merely learning to read and write. A MOBRAL document summarizes the aims of the programme as follows:(14)

"To induce the individual:
- to acquire vocabulary allowing an increase in knowledge, comprehension of guide-lines and orders transmitted in writing or orally, clear expression of thought and written or verbal communication;
- to develop the powers of reasoning;
- to cultivate working habits;
- to develop creativity, aiming at, amongst other things, the use of all available resources to improve living conditions;
- to understand his rights and duties;
- to take an interest in improving health and hygiene conditions at home and in the community;
- to develop in each individual a sense of community welfare, which leads to the preservation and improvement of public property and services;
- to discover how the various groups participating in the process of development live, and the elements which lead to their social wellbeing;
- to develop the necessary motivation so as to be both agent and beneficiary of this process."

The training is backed up by teaching material, the content of which is described below. It is distributed free of charge to all students and in general corresponds to the broad objectives outlined above. Each teacher has an instruction manual and a set of posters to use when working with the group.

In 1972, out of 100 adults covered by the agreement, 42 became literate by the end of the fifth month. This result was considered unsatisfactory and led to the organization of supplementary

classes held during a sixth month, which enabled 10 more pupils out of every hundred to pass the test, so that the productivity of the system was 52% that year. On this basis, the cost for MOBRAL, apart from community contributions, was 29.27 cruzeiros for each student covered by the agreement and 57.62 cruzeiros for each student who became literate.

The literacy teacher himself evaluates each pupil's work, in accordance with the following 10 criteria,(14) according to which the pupil is considered literate when, with relative ease, he is able to:

read and write his own name and address and those of his entire family;
write short notes, send telegrams, make out receipts and draft petitions addressed to the correct destination;
solve simple minor problems concerning day-to-day occurrences;
add up or check bills for purchases;
calculate the quantity of foodstuffs he needs to buy for his family;
give change (paper money and coins);
estimate the time required for trips and daily travel;
express himself on various subjects verbally and in writing, in a simple but comprehensible way;
read and understand excerpts from newspapers, magazines and, letters, as well as consult telephone directories or street guides; and,
read and carry out written instructions.

Although MOBRAL's literacy training activities are carried out with a great measure of independence, attention must be drawn to some features which link it to the regular educational system. In the first place, it must be emphasized that the plans of the Ministry of Education and Culture are based on a future increase in the scholarity rate of children of school age, one-third of whom at present do not attend school. It is estimated that each year the number of persons who are still illiterate when they reach the age of 15 is 500,000. In many regions, this estimate, which indicates the future illiteracy level of the Brazilian population, has given rise to interesting forms of co-operation between MOBRAL and the education system. As has been seen, in the North and North-East regions, 26% of MOBRAL's pupils in the literacy training programme are under 14 years of age; these children attend the usual literacy class-units because of the lack of schools or because they already form part of the labour force. It is not easy to invoke the principle that they should be taken care of by the regular education system, from which they have been excluded by weighty social reasons. MOBRAL considers it preferable to make them literate as a first priority and, if possible, to make them return to school or to the integrated primary education courses. There can, however, be no doubt that psychological reasons could be advanced for claiming special treatment for this sector of MOBRAL's clientele.

In an endeavour to resolve this question in the most efficient way, the technologists of the Municipal Committee of Pôrto Alegre, in the State of Rio Grande do Sul, in co-operation with the local education authorities, carried out an experiment between April and December 1972 which they called "MOBRAL Infanto Juvenil". (20) The city of Pôrto Alegre, especially in its outer zones, has, owing to rural migration a large percentage of drop-outs from the school system who failed in their studies before they had learned to read and write as well as of children who have never attended school.

Thirteen groups with a total of 260 children, were organized in nine municipal schools. The aim of the experiment was to determine whether an accelerated literacy-teaching process, of the MOBRAL type and using MOBRAL teaching material, could enable these children to enter the school third grade in March 1973. The experiment was divided into two stages, the first consisting of five months' actual literacy teaching and the second of four months to consolidate the literacy training and develop activities directed towards the reintegration of the pupil in the regular education system. The whole process was accompanied by training and supervision of the teachers, meetings with parents and control tests. The above-mentioned ten criteria applied by MOBRAL to judge whether or not a pupil has been made literate were adapted to the age of the children.

The results were satisfactory. Leaving aside the drop-outs; 68% of the participants became literate at the end of the first stage; 70% of those who completed the second stage were considered fit to enter upon the regular third course the following year.

This experiment, to which MOBRAL attached great importance, showed that it is possible to eliminate, if not the economic and social causes, at least the causes of an educational nature which condemn a large number of children to early failure at school, in other words to illiteracy.

In the same connexion, although they work more empirically, there are many Brazilian primary school teachers who, for want of anything better, use the MOBRAL teaching material for teaching children to read and write. Any criticism of this practice on technical grounds would be unreasonable since it sometimes happens that no alternative is immediately available.

Another direction in which co-operation between MOBRAL and the educational system is proving very profitable is that of the identification and recruitment of illiterate adults with the help of schoolchildren. At the beginning of 1973, children in Brasilia undertook the task of taking a

census of illiterate persons. This resulted in an increase of 5,000 in the number of participants in the literacy programme. In Rio Grande do Sul, at the end of 1972, first- and second-grade children in all the private and public schools of the state, both rural and urban (16,000 schools with 2,000,000 pupils) took a census of the illiterates in their family environment, discovering a total of 99,942, the Municipal Committees were given information about those under their respective jurisdictions and then took steps to encourage the adults to attend the literacy class-units. It is unnecessary to emphasize how important it is for teachers and pupils of any school to arrange to cooperate in work with such great social impact.(29)

A few observations are called for on the problem of literacy teaching in rural areas. The policy originally adopted by MOBRAL gave priority to literacy training for the urban population. As the programme developed, its work extended to the rural environment, starting with small villages where people are grouped closely together and have municipal education services and municipal bodies. Difficulties increase and continue to increase when the problem comes to be attacked in sparsely populated areas where the education system is less developed and the percentage of illiterates higher. MOBRAL is giving careful consideration to this future stage, for which three main lines of strategy have already been suggested: in the first place, the strengthening of the links with the regular education system, regardless of the level of the teachers, whilst endeavouring to train polyvalent community teachers under constant supervision and the strengthening of the relations between small schools so as to generate a regional education movement and thus overcome the traditional isolation of rural teachers; secondly, to integrate literacy training in the activities of rural trade unions, bodies which, like the Brazilian Association for Rural Credit and Assistance (ABCAR), grant credits and give technical assistance to rural producers and those responsible for agrarian reform and settlement. Lastly, as will be seen later, MOBRAL is experimenting with the application of unconventional techniques, especially the use of radio, in the rural environment. In any case, there can be no doubt that, as MOBRAL penetrates further into the country, its literacy training work will become more complex and more costly and will be faced by new technical problems, and of all this the Movement is fully aware.

Integrated education

Opportunities for adults to supplement their primary education have existed in Brazil for many years. The present form of this service is that referred to as "supplementary education" in Chapter IV of Law 5,692 of 1971.

When MOBRAL began its mass literacy training work, there was a need to guarantee the continuity of the studies, in order both to ensure more comprehensive training and to prevent relapse into illiteracy. Thus emerged in 1971 an experimental project of integrated education, conducted under the sole responsibility of MOBRAL, with 34,000 students in 181 municipalities. When this stage had been evaluated,(22) it was decided to combine MOBRAL's possibilities with those of the State and Municipal Secretariats of Education which are responsible for supplementary education. It was decided to provide for persons who have recently become literate a broad programme of integrated education, lasting 12 consecutive months, and with a curriculum equivalent to that of the second to fourth years of primary education. Students who complete this course receive a primary school leaving certificate and can enter the fifth year of the present first grade, which corresponds to the first year of the former "gymnasium" (secondary school).

MOBRAL supplies for this programme, which has been extended to cover practically all the country, technical guidance, teaching material and training for the teaching staff. The Secretariats of Education are, for their part, responsible for recruiting and paying the teachers, providing teaching premises and evaluating students' work. This evaluation is made every four months, so that a student who shows that, in any of the four-month periods, he has learned as much as would be learned in the fourth-year course automatically receives his primary school leaving certificate.

In 1972, 816,940 people attended these courses.(14) It is estimated that there will be 1,500,000 participants in 1973. The teaching is not divided into subjects; on the contrary, the abundant teaching material is grouped round integrated themes, through which it is sought to improve the adult's response to the demands of his work and of his obligations as a member of the community. The techniques of group work, discussions and research are frequently applied in these courses, a procedure which is facilitated by the love of discussion characteristic of Brazilians of both sexes.

To support this programme, MOBRAL has opened reading rooms in some municipalities in order to provide the pupils various centres of integrated education with a centre where, through free or guided reading, debates, lectures, etc., they may broaden their cultural horizon. The activities of MOBRAL's new Cultural Programme also provide a stimulus for the centres of integrated education.

In proportion as MOBRAL attains its objectives in the literacy programme, the integrated education programme becomes increasingly a vital link in the process of adult education aimed at the gradual implementation of the concept of

life-long education. The initial literacy acquired in five or six months is a fragile possession, which inevitably needs to be consolidated by further practice. By compressing into 18 months the knowledge imparted up to the fourth school year, the literacy training and integrated education programmes develop in those who are benefited by them the desire to continue general studies or to pursue some vocational training, which they say they prefer to do in institutions which follow the MOBRAL system.

This work, which is certainly indispensable in the Brazilian society of today, poses for MOBRAL an important problem of co-ordination with state and municipal supplementary education programmes. From the quantitative point of view, these programmes are attracting only a small proportion of the adults declared literate by MOBRAL; the necessary expansion calls for greater budgetary support at state and municipal levels. From the qualitative point of view, MOBRAL's educational ideas, upon which the present programme of integrated education is based, should correspond well enough in regard to principles and methods at these levels.

Community development

Those in charge of MOBRAL point out that the organization and development of the community are necessary components of both the literacy teaching and the integrated education processes. In staff training and in the educational material emphasis is laid on the need for adult education to include training to take a more responsible part in local and national community life.

However, the fact that many adults who recently completed the literacy course had had no opportunity to follow the integrated education courses led MOBRAL to establish, from 1971 onwards, a two-month course for those who had successfully completed the literacy training courses. This course was called the "community development programme" and its general aim is: "to induce those who have completed the Functional Literacy Programme to participate actively in the life of the community, thereby giving continuity to the educational process until they enrol in Integrated Education Programmes".(14)

The participants are divided into groups of 20 to 30 adults; the group leaders explore with them the problems of the community and the means for solving them. They engage in cultural, artistic, social and recreational activities and carry out in the field simple projects for the improvement of the community. At the end of 1972, a series of textbooks devised to stimulate this process was published. They are intended for members of the Municipal Committees, group leaders and adult participants. In some localities, the programme has led to the creation of an institutional base, in which organizations fundamental to the service of the community were grouped together or, as happened in Ribeirão Preto, in the State of São Paolo, to the establishment of mini-neighbourhood centres in suburban areas.

In 1971, this programme covered 1,347 municipalities and 363,758 persons;(27) in 1972, in 604 municipalities, there were 5,747 group leaders for 143,675 persons.

The MOBRAL authorities are about to reconsider this programme. On the one hand, community development could be a governing idea for the whole process of adult education rather than a temporarily limited programme; on the other hand, the necessary expansion of the integrated education programme and the emergence of Cultural MOBRAL make it essential that the concept and practice of community development should be redirected.

Cultural MOBRAL

As yet another contribution to adult education activities as a whole, MOBRAL began to organize the programme called "Cultural MOBRAL" in 1973.

This programme, intended not only for the adults who participate in the other MOBRAL programmes but also for the Brazilian people in general, will promote knowledge of national and regional forms of aesthetic expression, which are of great diversity in Brazil, and will prompt artists to create a popular culture.

These goals will be directly attained by MOBRAL in various ways:

The Mobraltecas (MOBRAL libraries) will be mobile cultural promotion units, equipped with vehicles, a library, a television receiver, videotapes, sound equipment, projectors, etc., which will act as means for giving cultural support to all the MOBRAL programmes. The Mobraltecas of the Amazon region will move about in boats, following the widespread river network.

The Cultural Posts will be fixed institutions set up at the appropriate moment as a result of the promotion of the different programmes and the work of the Mobraltecas. They will supply cultural material and will organize debates, entertainments, exhibitions, etc.

The Culture Fairs will be the regional expression of this movement, concentrating at a given place and time the cultural activities of a state or region and thus promoting the process of national integration.

The contents of these programmes will be partly the responsibility of the participants, mainly members of the integrated education courses. However, in order to ensure a high standard for this activity and its rapid extension, MOBRAL is concluding agreements with other bodies, of which the following should be mentioned:

National Book Institute. Through the publication of books, this institute supplies abundant reading material free of charge to students of the integrated education course (to whom one million copies will be distributed). The publishers may also print additional copies for sale to the public at low prices. An attempt will thus be made to compensate for the lack of worthwhile, interesting reading matter which affects the poorer classes. The books published will include existing works, works adapted to the requirements of those for whom they are intended and works specially written for them.

National Cinema Institute. It is intended that MOBRAL shall show the material it has already available and sponsor the production of other films specially intended for MOBRAL's Cultural Programme.

National Theatre Agency. It is hoped to form itinerant theatrical groups to accompany the Mobraltecas, stimulate the creation of permanent groups in the villages where Cultural MOBRAL works and encourage the production of plays the public will appreciate.

Audio-Visual Museum. This museum will supply the Mobraltecas with material for the broadcasting of Brazilian popular music.

TECHNIQUES EMPLOYED

Observation of the literacy class-units confirms that the aim has been to organize their work along simple and at the same time efficient lines, as far as the very widely varying circumstances allow, for instance, intensive training courses for literacy teachers who are not necessarily professional educationists; strong community participation; suitable handling of pupils, taking into account the fact that they include both adolescents and adults; appropriate linking up of the educational content of the teaching with the pupils' surroundings; teaching materials adequate in quantity and in quality for a large-scale programme; overall organization of the contents of lessons; frequent application of team-work techniques; teaching methods which are widely used in the country, chiefly those relating to reading and writing, and, recently, the introduction of wide-ranging system of overall supervision. In extending its activities to cover practically the whole of the country, MOBRAL has made no attempt to unleash an educational revolution; it has sought, in spite of the magnitude of its task, in which it normally applies traditional techniques, to experiment on a small scale with new techniques which may facilitate the achievement of its aims. It is with these important experiments in the attempt to solve specific problems that the present section deals.

It should be noted that the four experiments described have been in course since mid-1972 or are at the planning stage at the time of writing.

Literacy training by radio

In all countries literacy training for a scattered rural population raises serious problems concerning motivation, organization and the quality of the teaching. In order to obtain better information on the way to approach this task, MOBRAL has concluded an agreement with the Federal University of Viçosa, in the State of Minas Gerais, whereby it will be possible to investigate the effectiveness of the use of radio for literacy training purposes, determine to what extent radio broadcasts affect the learning process and measure how far literacy teachers are influenced by their own personal inhibitions.

The experiment will be carried out in three municipalities of the Mata Zone in the said state, and will involve 18 literacy class-units with 540 pupils. The programme will last for five months and will combine both personal and impersonal contacts. It will thus be possible to assess the results obtained in three situations: groups of pupils who are given instruction only by a literacy teacher, groups who listen daily to thirty-minute radio broadcasts followed by instruction, also daily, by a literacy teacher and, thirdly, groups who listen to the same broadcast lesson but who have contact with the literacy teacher only once a week.

It is hoped that, at the close of the experiment, MOBRAL will be in a better position to make a broad-fronted attack on the serious problem of bringing literacy to the widely scattered rural population.

Integrated education by radio

To universalize primary education among adults there are various difficulties that have to be overcome: in the first place, Brazil had in 1970 more than 17 million literate inhabitants who had received less than four years primary schooling; in the second place, the MOBRAL courses are turning out, and will continue to turn out, more than two million new literates each year of whom only approximately one-third have attended integrated education courses, thanks to the agreements between MOBRAL and the Secretariats of Education; finally, the shortage of qualified teaching personnel is an obstacle to the universalization of primary education amongst adults, chiefly in the least developed areas of the country.

It is urgent, therefore, that new techniques should be brought into use in order to meet the great need and demand for elementary education among the already literate adult population.

Before making general use of radio in a great country-wide programme, MOBRAL will carry out an experiment in the State of Rio Grande do Norte, which is one of the States with a very low educational level.

The State Secretariat of Education and Culture, the Rural Assistance Service and the Minerva Project will collaborate with MOBRAL in this experiment in which 10,400 pupils, 450 teachers, 25 supervisors and 5 radio broadcasters will take part.

The experiment will test the hypothesis that radio - even when used as the sole medium - is an efficient vehicle for primary-level teaching of adults (2nd to 4th grades) and that participants can, according to their previous schooling, their experience of life and their capacity for learning, move on after relatively short and variable periods of time, to higher level courses or manpower training establishments.

To this end, the course, which will last for 16 months altogether, will be divided into four periods of four months each. In each period the following 15 topics will be dealt with: education, communication, nature, work, production, transport, nutrition, housing, hygiene, health, sport, recreation, tourism, citizenship and culture. Although it is recognized that each of these topics should be included in a curriculum dealing with new areas or subjects of study, they will receive overall treatment. The point to note is that at each of the four stages the same topics will be dealt with, and although the approach and presentation will be different, their content and degree of difficulty will not.

In this way, the four-monthly evaluation will enable those who have mastered the difficulties of the course to pass on, while those who need to go over the content of the integrated education course as many as four times, with variations in presentation, can be kept back in the class. Logically speaking, a student who has dropped out of primary school at the level of the third course will be able to complete his integrated education in the first or second four-month term, while a new literate may perhaps need to continue to follow the course until the end. At the end of each four-month period the membership of the groups will be changed, not only in accordance with promotions but also because of the new arrivals who may join the course at the beginning of every four-month term.

Radio broadcasts will last for thirty minutes each day, and the subsequent work of the teacher for 90 minutes. This second part, in which the pupils' creative participation will be encouraged, will offset the shortcomings of the first part, which will naturally be uniform since it is aimed at a supposedly homogeneous group of adults. Nevertheless, it is foreseen that, given the nature of this experiment, it will have to include sparsely populated areas where the system is based on self-teaching backed up by radio broadcasts. In any case, the object of these courses, apart from the acquisition of knowledge, will be "to encourage the pupil to think, act, create, and acquire the habits and attitudes necessary for his all-around development."(30)

The experiment will be supplemented by the training of staff, the preparation of supporting textbooks, and intense work of supervision.

Use of radio in training literacy teachers

In order to cope with the considerable expansion of the programme in 1972, it was necessary to plan a large-scale training operation for up to 100,000 literacy instructors and to organize this nation-wide undertaking so that its execution took place at the same time and covered the same ground everywhere. The best vehicle for such training seemed to be radio. MOBRAL therefore concluded an agreement with the Minerva Project which, within the Educational Broadcasting Service of the Ministry of Education and Culture, produces nation-wide educational programmes for general as well as selected audiences. It was decided that MOBRAL would take responsibility for determining the content of the training programme, adapting it for radio and organizing listeners in the field, while the Minerva Project would be responsible for the recording of material and its broadcasting on the national network.

The content of the training programme was similar to that of the direct training courses, and was organized, to constitute twelve broadcast lessons, scheduled as follows:

Lesson 1:	Functional literacy training
Lesson 2:	The rôle of the literacy teacher and of the pupil
Lesson 3:	Motivation
Lessons 4 and 5:	Working methods and techniques
Lesson 6:	Evaluation
Lesson 7:	Mechanics of functional literacy training
Lesson 8:	Key-words; the study of phonemes
Lesson 9:	Reading and writing
Lessons 10, 11, and 12	The new mathematics

The training programme was carried out in various stages:

First, 14 technicians from the Pedagogic Activities Division of the MOBRAL Central Office were trained by specialists in the use of radio for educational purposes.

Subsequently, 58 supervisors, two for every state, were brought together in Rio de Janeiro for

four days for briefing on material and methods used in training literacy teachers.

Technicians from the MOBRAL Central Office travelled to several other states, training as many as 110 new supervisors.

The national technicians and the supervisors who had already been trained dispersed throughout the country and, by direct teaching in four-day courses held in the state capitals and in certain typical municipalities, carried out the training of 5,802 monitors chosen from amongst the most highly qualified literacy teachers. This training took place in July 1972, in periods of four days spent with each group of approximately 25 monitors. Up to that time, methods of training had been descriptive, with group work and discussions on tape recordings of simulated situations such as occurred in literacy training.

Work in the final stage lasted for twelve days, including Saturdays, from 31 July to 12 August, with organized listening at 5,300 radio-posts the participation of 20 to 25 literacy teachers and with guidance provided by previously trained monitors. The Minerva Project broadcast ten thirty-minute and two sixty-minute programmes on the national network and these were followed by 60 minutes of group work. The broadcast was supplemented by teaching material and literacy teachers' manuals with similar content.(31)

The operation was a success. It resulted in the training of 90,500 literacy instructors. In some outlying areas where it was difficult to obtain normal reception of the broadcasts, the lessons were given by using tape recorders. The broadcasts were given in the colloquial turn of speech generally adopted by literacy teachers in their relations with adults. The use of radio intervals for several days at peak listening hours meant, indirectly, that considerable publicity was given to the programme, thereby arousing greater interest in it. From a technical point of view, directors, supervisors, intermediate monitors and literacy teachers were all able to familiarize themselves with the use of educational broadcasting. Finally, at five operational levels, MOBRAL used evaluation devices in order to assess the results of this experiment.

Use of television in training literacy teachers

Under an agreement with the Fundação Central Brasileira de Televisión Educativa (FCBTVE), established in 1967, MOBRAL intends to carry out more extensive training of literacy teachers by the use of colour television, which is already very widespread in the country.

Thirty-six fifteen-minute lessons will be broadcast; their content will be determined by MOBRAL, while the FCBTVE will be responsible for their production and transmission on open-circuit television. The same material may, however, be used by MOBRAL for video-cassettes and cinema films in places not reached by television channels.

Each lesson will include a real-life demonstration of how to teach a group of illiterates to read and write, and in the second part of the programme the methodological situations which arise in the process will be analysed. The value of the programme will thus be twofold: it may be watched both by literacy teachers for training purposes and by illiterates who wish to learn to read and write either individually or in groups. As a precaution, the process is organized in such a way that those who follow the course may continue their literacy training at centres where conventional methods are used.

Other possibilities

There are many schemes under way in MOBRAL which are designed to introduce innovations in technique. Some of these originate from its own technical staff, while others are put forward by state or private establishments:

The launching of the MOBRAL Cultural Programme will open up plentiful opportunities for testing new equipment and techniques.

Some commercial firms have proposed large-scale production of cassette tape-recorders so that recorded programmes may be used to supplement at class-room level both literacy training and the various integrated education courses.

Consideration has been given to the utilization of television for the training of craftsmen and workers with poor qualifications, by means of demonstrations for those engaged in certain occupations or using certain simple skills.

With a view to encouraging the practice of writing, it is proposed to arrange radio broadcasts in which answers may be given to questions raised in letters by ex-pupils of MOBRAL.

Consideration is also being given to the idea of publishing a popular calendar; each leaf for the day would contain various pieces of information and instructive items; the users' reactions could be transmitted to MOBRAL so that its future contents could be brought into line with the interests of the population.

Furthermore, correspondence courses and certain applications of programmed learning also feature in the plans of those in charge of MOBRAL.

It will be readily understood that every innovation must be tried out and carefully evaluated in all its implications before it is applied in any general way which, given the scale of the programme, would constitute a significant alteration in the entire system.

TEACHING MATERIAL

One of the main features of MOBRAL is that both students and teachers have plentiful printed teaching material at their disposal. In 1972, more than one-third of MOBRAL's budget was earmarked for the acquisition of teaching material. In the Literacy Training programme, the Integrated Education programme and the Community Development programme, this material is distributed free of charge. This constitutes of the essential bases of MOBRAL's activities.

General approach

The following are some of the salient features of this material:

In the first place, it is intended to be nationwide in scope, that is to say, this material is designed to meet a wide range of differing needs and is based on an overall view of Brazilian society. This approach is consistent with the policy adopted. Some municipalities, such as that of São Paulo, have produced specially adapted literacy teaching material which is closely geared to the industrial environment, and a similar effort is being made with regard to material for the integrated education level. Furthermore, MOBRAL considers that the centre of the educational process is the adult himself, and that teaching materials are background aids which a good literacy teacher should handle as such, supplementing them with appropriate references to the problems of the environment in which he works.

As has already been pointed out, MOBRAL has not itself produced teaching material for pupils; a number of publishing houses put forward their projects for books, and those were printed which MOBRAL considered suitable for teaching purposes. Whenever the movement needs new material, it states its terms and conveys its requirements to the publishing houses, which then suggest various texts.

At MOBRAL's Central Office, a complete evaluation was recently made of the material used up to the present, and this should lead to the preparation of new editions which take into account the recommendations emerging from this evaluation, and similarly, to the withdrawal from circulation of some texts which have not produced entirely satisfactory results.

Owing to the huge scale of MOBRAL's operations, the number of copies printed is very large; the publishing firms calculate their costs on a non-commercial basis, taking the view that their support for the teaching of reading is a sound investment which will increase the number of their future customers. They undertake to deliver the books to the State and Regional Co-ordination Bodies, from which they are then collected by the Municipal Committees by their own means.

Materials in use at the beginning of 1973

Annex 4 contains an anlysis of general data and of the content of the various teaching materials which were being used at the beginning of 1973 in support of each of the programmes. We shall therefore give here only a summary account.

For the literacy teaching stage, there is a didactic kit consisting of three textbooks for the literacy student (one for learning to read, another for exercises in writing and a third for mathematics) and a manual for the teacher. Three publishers have produced these collections which are used indiscriminately. In all of them, students are taught to read by the use of analytical and synthetic methods, starting with key-words chosen from the vocabulary and prevailing interests of people throughout the whole country, breaking them down into syllables of progressively greater linguistic difficulty and building up new words and sentences. Each publishing firm has compiled a manual to help the literacy teacher to recognize the fundamental characteristics of the adult, organize the teaching - learning process, master group-work techniques and teach reading, writing and arithmetic along lines which suit the type of student.

As a supplement to the literacy course, two books for further service in reading are given to the students after the third month of the course. There are four titles to choose from, each of which is published by one firm. They deal with questions of citizenship, health and home economics, simple skills applicable to daily life and guidance for life and work in the community.

In order to encourage regular use of printed matter, MOBRAL publishes a fortnightly "MOBRAL Newsletter", ("Jornal do MOBRAL"), two thousand copies of which are distributed also free of charge. Written in simple language, with plentiful illustrations, it conveys national and international news which help the learner reader to find his bearings in the world of today.

When he begins his task, the literacy teacher receives a set of posters which he can use to accompany the work of teaching the various key-words, to enliven his dialogue with his pupils and to decorate the classroom.

In the Integrated Education Programme also use is made of plentiful reading material. Three publishing houses have supplied MOBRAL with teaching kits containing: one book of key passages which, by dealing with the many different aspects of the life of the individual in Brazil, lend encouragement and support to the whole educational process; a mathematical textbook; a vocabulary book, arranged alphabetically, which facilitates self-teaching, and a teacher's guide containing key passages which ease the task of dealing with the different areas in a coherent manner.

Each student in the Integrated Education course receives two additional books which, while providing him with means for constant reading practice, also help him to acquire knowledge of himself as a human being, knowledge of his country and knowledge of the world. Four publishing firms have each published a textbook to this end. Every month, a million copies of the periodical "Integration" ("Integração") are distributed, providing pupils of the Integrated Education Programme with comments and information concerning national and world events.

The Community Development Programme also makes use of background teaching material produced by a publishing firm. This consists of a series of three textbooks. One of these, "You are a Leader" ("Você é Líder"), is intended for members of the Municipal Committees; it encourages them to support the programme and gives them a few suggestions concerning communal organization. "Your Name is Action" ("Você é Ação") is designed for group-leaders to whom it gives advice on how to acquire knowledge of the community and its resources and on the most appropriate techniques for guiding team-work and carrying out projects. A third booklet, entitled "You are Important" ("Você é Importante") is intended for adults taking part in the programme. With the object of making them feel that they belong to a community with a variety of different needs, it teaches them how to act together in order to meet these needs in an organized manner.

A few general comments may be made on this set of 36 titles, more technical details of which will be found in Annex 4:

The aim has been to present the subjects with which they deal on a level and in a style suitable for adults. Matters of concern to women are frequently dealt with. The scientific information given, although elementary, relates to the most recent discoveries and adventures of mankind.

The material takes into account the diversity of the geographical, economic and cultural resources of Brazil.

The language used is simple, direct, and appropriate to each particular level of teaching; the use of glossaries helps to widen the vocabulary of the participants.

For each level, each of the publishing firms has produced a teaching kit containing various books which supplement one another. The teachers' guides are arranged in such a way as to facilitate the integration of the various areas of teaching and take into account the fact that most of the teachers are not highly qualified professionally.

Encouragement is given to independent reading and the practice of individual skills. The texts for the integrated education courses may be used as a basis for self-teaching. Some students report that this material is read by all the family. In point of fact, a student who follows the courses as far as the Integrated Education course has at least ten books and various periodicals - a small beginner's library which fully justifies MOBRAL's intention to produce, in collaboration with the National Book Institute, large editions of other books within the reach of the people.

Lastly, the graphic presentation is excellent. The books are lavishly illustrated with colour plates, and, in some cases, with clear diagrams.

Volume of production

Five publishing firms have produced printed material for MOBRAL. The total figures for the material published up to the end of 1972 will be found in Table 12. So far as teaching material is concerned, this table confirms the magnitude of MOBRAL's programme.

Table 12. Teaching material produced for MOBRAL by private publishing firms 1970-1972

	1970	1971	1972
Literacy training			
Literacy Teacher's manual	75 040	118 000	200 100
Reader	1 526 000	2 310 000	4 844 000
Mathematics textbook	1 526 000	2 310 000	4 844 000
Writing book	1 526 000	2 310 000	4 844 000
Supplementary readers	1 524 300	9 600 000	12 177 000
Educational posters	1 200 000	1 760 000	3 793 000
"Mobral Newsletter"	–	32 000 000	48 000 000
Integrated Education			
Primers			1 400 000
Reference book			1 400 000
Mathematics textbook			1 900 000
Teacher's manual			81 580
Supplementary readers			6 201 200
Educational posters			515 000
"Integration Newsletter"			11 600 000
Community Development			
"You are a Leader"			15 000
"You Name is Action"			42 000
"You are Important"			1 200 000

SUPERVISION

After the first few years of the MOBRAL programme, because of the lack of formal machinery for supervision of the work carried out, and in response to a need felt at different levels, MOBRAL launched in 1973 its Project for Overall

Supervision. The fact was that, generally speaking, although in some states the network of supervisors of the regular education system co-operated with MOBRAL, an intermediate rung in the technical ladder was missing between the State Co-ordination Bodies and the Municipal Committees, which were the real executors of the programme. Many of them, chiefly those with the largest resources, appointed one or more municipal supervisors for the various centres, with a wide variety of duties and techniques. MOBRAL needed its own supervision network; this was set up in 1973.

Characteristics and objectives

In general terms MOBRAL defines supervision as "a technical service of a specialized character whereby a system, process or programme is guided towards the accomplishment of its proper purposes. This implies systematic evaluation of the adequacy of the means employed to achieve the objectives proposed and also, the question of how to carry out, at certain times, the evaluation of what is being produced."(32) The Overall Supervision Manual recently published by MOBRAL adds that all evaluation must be integral and integrating, so that the process is interdisciplinary throughout, and must be the joint task of supervisor and supervised.

The Project for Overall Supervision makes it possible for operations to be constantly adapted to suit concrete situations, and it also makes programmes more dynamic inasmuch as, once the problems have been diagnosed, it opens the way to their solution at the appropriate level.(33)

MOBRAL defines the general objectives of the Project as follows:

"to achieve better utilization of human and material resources;

to co-ordinate the harmonious development of plans and programmes at all levels;

to guide and co-ordinate work in all the activities of the MOBRAL system;

to promote across-the-board evaluation of the entire MOBRAL system so as to ensure its effectiveness and to establish universal minimum standards."(33)

It is hoped that, once the national supervision network is fully operative, the entire MOBRAL system will achieve maximum efficiency. The teaching-learning process will extend to the largest possible population at the lowest possible cost. There are also plans to introduce additional in-service training arrangements for all members of the staff, but chiefly for teachers in the field.

Procedure for setting up the Project

Ideas on the need for the Project and on the features it should possess were developed side by side with MOBRAL's work, and began to assume concrete form in the second half of 1972, affecting not only the Supervision and Planning Advisory Service but all other bodies at central, regional, and state levels. Arrangements were made for it to be implemented as a project within the system.

At the end of 1972, technicians from MOBRAL's Central Office visited all the State and Regional Co-ordination Bodies, advising their staff on the geographical distribution of the network, the duties to be discharged by supervisors and the criteria which should govern their selection. In every state, this work was completed before the end of the year.

Early in 1973, training courses were held for all supervisors on the staff of MOBRAL. From February onwards, area and state supervisors took up their regular duties concerning technical meetings of groups of supervisors, proposals for the appointment of municipal supervisors, the training of literacy teachers, the application of the various means of evaluation and the establishment of working relationships with those responsible for integrated education at the level of the State and Municipal Secretariats of Education.

Meanwhile, the staff of MOBRAL's Central Office familiarized themselves with the techniques of data processing in order to make appropriate use of the larger volume of information resulting from the establishment of the Supervision Project.

Description of the Project

A national supervision network has been established. Part of it will become the responsibility of the Municipal Committees, and for this reason they are being urged to appoint a local supervisor who will be financially supported by them and will be concerned with the other levels of the Project.

For every 8 Municipalities there is an area supervisor and of these there are approximately 491. They are located in typical Municipalities, and fall under their respective jurisdiction, thereby counteracting the tendency to live in the state capitals and conduct operations from them.

State supervisors are appointed in the ratio of one to every 10 area supervisors, or, approximately one to every 80 Municipalities, amounting to a total of 63 for the whole country, that is to say, several for every State.

The Project covers the State and Regional Agencies and Co-ordination Bodies in every state, the staff of the Regional Co-ordination Bodies and the technical staff of MOBRAL's Central Office. The articulated functioning of this network, as wide-ranging as MOBRAL's own programme, makes possible two-way communication thereby increasing the effectiveness of each operation.

The Project has been called one for overall supervision. In fact, it not only constitutes an instrument for increasing educational efficiency,

but provides a means of guiding, evaluating and correcting the mobilization, the financial aspects and the effectiveness of activities in support of the programme. There is thus a relationship between these overall functions and the existence of four agencies in each State Co-ordination Body and four departments in MOBRAL's Central Office which deal with the above-mentioned areas. Consequently, more than 4,500 individuals are covered by the Project.

The supervisors who are selected and paid by each Municipal Committee are concerned only with the literacy teaching level and supervise integrated education only at the express request of the state or municipal authorities which maintain that level. Nevertheless, starting with the area supervisors, the Project is closely co-ordinated with the supervision mechanism of the State and Municipal Secretariats of Education.

Selection of the supervision staff was carried out in accordance with pre-established criteria. They are, as a rule, professional educationists, preferably young, and receptive to innovatory trends. They do, however, include a small percentage of supervisors drawn from other professions, this being consistent with the principle upheld by MOBRAL that literacy training and adult education are multidisciplinary tasks.

Supervision standards

The Overall Supervision Manual(32) sets out in detail the functions corresponding to each level of supervision, the instruments which should be used for evaluation, and the points of reference to be taken into account in judging each area of work and the techniques to be employed. Some of the most important aspects of all this may be singled out as follows:

The principle that supervision is a co-operative activity entails important vertical communication. Every cog in the system, starting with the literacy teacher, has to evaluate itself and be evaluated. Supervisors must collect information through frequent and direct contact with those supervised, and draw up records in which the technical aspects of the work are analysed and solutions proposed.

It is considered absolutely essential to ensure that supervisors remain in touch with the programme in the field itself. Ample budgetary provision has been made to enable the technical staff of MOBRAL's Central Office to travel to the states as often as is necessary. State supervisors are obliged to spend 8 days in each month away from their duty stations for the purpose of maintaining contact with area supervisors, while the latter must, for their part, spend 20 days a month in the field, during which time they must visit all the eight municipalities for which they are responsible.

The Supervision Project constitutes, above all, a fundamental means of evaluating the structure of MOBRAL at all levels and in all its fields and programmes of work, and, ultimately, the changes brought about in the individuals involved in the process.

To sum up, the establishment of this Project should be a step towards the expansion, efficiency and profitability of MOBRAL's operations. Furthermore, it provides an opportunity for the promotion and improvement of the quality of the staff and is a means of establishing adult education as a recognized career.

RESEARCH

The importance of scientific research into its procedures in the case of a programme of such a character as that of MOBRAL has been recognized since the establishment of the Foundation, but, except for some activities of limited scope, it was not until the end of 1972 that this sector of its work was made the responsibility of a fifth Division, the Research and Training Division.

Rôle of research in MOBRAL

MOBRAL does, in fact, engage in work of research at all levels of its activities. Thus, the first task of the Municipal Committees is to carry out a simple investigation in order to locate the illiterates under their administration and discover what resources are available for the programme.(34)

At higher levels, it becomes difficult to distinguish between experimentation and the evaluation of research properly so called.

The establishment of the above-mentioned Division is timely, as it makes it possible to gain systematic knowledge of some of the many aspects of the programme and of its results at a time when it is engaged in a consolidated set of operations, is continuing to expand quantitatively and is carrying out fundamental experiments in the matter of technological innovation.

In order to ensure that all the staff is fully aware of the part played by research, this work has been entrusted to a division which is concerned also with training.

The basic activities of the research sector are as follows:

systematic evaluation of projects and programmes;

overall evaluation of the impact of MOBRAL on its pupils and, on the basis of those evaluations, assessment of its effects on the development of specific groups;

research into means of improving the MOBRAL system in any of its branches, whether those which are concerned directly with the individual

or those which directly affect the community.(35) This set of tasks opens up prospects which go far beyond the operational capacity of MOBRAL; plans have therefore been made to carry out certain specific pieces of research jointly with universities and with the National Institute of Educational Studies (INEP), a body attached to the Ministry of Education and Culture.

Research work must be incorporated in the actual development of the programme, which cannot be halted. The research work already carried out and that still remaining to be carried out presupposes arrangements for measuring results and feedback of the whole system with scientific evidence of its effects. In this sense, consideration may be given to action research.(35)

Some examples

In the course of this document, reference has been made to many experiments which have given rise to research work: the MOBRAL Infanto Juvenil at Pôrto Alegro, the use of aptitude texts in collaboration with the Institute for Vocational Screening and Guidance (ISOP), the use of new techniques, etc.

However, MOBRAL's fundamental concern is to ascertain the external yield of its work, that is to say, what effect its programmes have on the individual and on society, not only in educational terms but also from an economic and social point of view. Some evaluation work, which will be described in the next chapter, provides information on the results obtained as an answer to this question.

At the end of 1972, the Municipal Committee of São Paulo was engaged in processing 1,200 questionnaires concerning MOBRAL pupils, which, it was claimed, would give a more accurate diagnosis of their personal characteristics on the basis of their later absorption into the labour market. This investigation linked up with two others, which were also carried out by the technical teams of that Committee: the analysis of jobs usually open to newly literate adults and the compilation of a register of establishments which provide training facilities for manpower in the same municipality.

Another investigation undertaken in São Paulo deals with the cost of the literacy training process, a distinction being made between the costs borne by MOBRAL and the overall costs, in which account is taken of contributions made by the community. Such a study, moreover, would be related to the newly-enrolled pupil, the pupil who is following the course and the pupil who has become effectively literate at the end of it.

In conjunction with these major activities in the area of research, mention must be made of the concern which the MOBRAL programme has aroused in all states and which finds expression in studies undertaken at greatly differing levels. To give one very minor example, one need only recall the literacy teacher in one of the class-units of the New Hamburg Municipality, in Rio Grande do Sul, who drew up a carefully prepared "Report on my pupils" in which she described the main characteristics of each of them.(36) This, too, is research.

Documentation

Since 1972, MOBRAL has been equipped with a Technical Documentation Centre, attached to the Research and Training Division.

It is staffed by personnel who have specialized at least to some extent in educational documentation, and in April 1973 it contained 2,609 documents, some of which were specialized reviews dealing with adult education.

Besides being available for consultation by technicians in the speciality, the Centre publishes a fortnightly review of works received, sends out photocopies of non-commercial documents to those who are interested and maintains relations with other centres of the national world-wide network of educational documentational centres.

Chapter 5

The results

ROLE OF EVALUATION

At this point in the work of MOBRAL its entire staff is undoubtedly fully aware of the important place evaluation occupies in the programme. In this matter there has been not only a constant interest but also progressive technical advances. Through the organization of the whole system and the establishment of suitable tests at every level, MOBRAL has today a highly reliable means for measuring the productivity of the programme, despite its great magnitude.

Initial evaluations

This was not always the case. In its early years MOBRAL had to make fragmentary evaluations because it lacked a sufficiently broad technical infrastructure. For this reason evaluation of the functional literacy training programme seemed more like a check-up carried out by means of attendance records and simple questionnaires sent to the literacy teachers which made it possible to give the Co-ordination Bodies and the MOBRAL Central Office a general idea of how the programme was progressing and enabled them to plan its development, largely on a quantitative basis.

Taking a sample of 40 municipalities in 1970 and another one of 337 in 1971 and early 1972, more precise estimates were made of the progress of work.

In its experimental phase in 1971 the Integrated Education programme was evaluated by MOBRAL at the national level, on the basis of 24 key municipalities in the five regions of the country. The techniques employed were those of indirect evaluation, mainly through the study of documents, and of direct evaluation by means of on-the-spot visits. A report[22] was produced on the situation as revealed in the interviews, on the basis of a sample consisting of 58 members of the community connected with MOBRAL, 54 members of Municipal Committees, 110 teachers and 1,387 pupils.

The training of literacy instructors by radio carried out in co-operation with the Minerva Project was also evaluated by applying five tests to those who gave the course and those who followed it.

By creating in 1972 and the early part of 1973 the various Divisions of the MOBRAL Central Office, enlarging and consolidating the entire programme, laying the ground work for the overall Supervision Project and having a computerized information centre available, such progress was achieved that it became possible to tackle the problem of the need for evaluation with adequate resources.

The present situation

MOBRAL considers that evaluation means "following a process in a critical manner, on the assumption that intervention therein may take place when proved necessary. From this point of view, evaluation forms part of MOBRAL's overall Supervision Project."(33)

There are two basic forms of evaluation: one which takes place along a vertical line of communication, in which one component of the system is judged by another that is more highly qualified, and self-evaluation. The latter is considered to be an effective means of training which should be practised by all the participants in the process, including the illiterates themselves.

Thus, students evaluate themselves and are evaluated by the teacher as well as by the person responsible for evaluation at the municipal level; the teacher evaluates himself and is evaluated by the municipal and area supervisors; the municipal supervisor evaluates himself and is evaluated by the area supervisor; the area supervisor evaluates himself and is evaluated by the state supervisor who in turn evaluates himself and is

evaluated by the agents of the State Co-ordination Body; these agents, in addition to evaluating themselves, are evaluated by the Directors of the MOBRAL Central Office. All this evaluation should cover quantitative and qualitative aspects and, in line with the concept of overall supervision, should be applied to all the various areas of the programme and not only to the educational part.(37)

In the Literacy Training programme, evaluation of an educational nature should be carried out by the literacy teacher jointly with the pupil himself by applying the ten criteria already mentioned. It is not considered either possible or desirable to establish national patterns by means of objective tests devised by some remote authority. It is better to run the risk of an evaluation taking into account primarily the local circumstances surrounding the educational process. In this way, the mass-production nature of the strategy adopted is off-set by the features which mark the individuality of teachers and pupils in the evaluation process.

The Overall Supervision Manual(32) which was recently published includes all necessary guidelines for carrying out evaluations at various levels. It stresses the need for clarity concerning what is to be evaluated, how and when the evaluation should be made and how the results obtained should be used.

QUANTITATIVE PRODUCTIVITY OF THE LITERACY TEACHING PROGRAMME

Because of the wide disparities in the illiteracy rates of states and regions MOBRAL has adopted a differential pattern for planning in which each state is dealt with according to its situation, resources and practice in previous years. Thus it has been possible to identify specific years for the reduction of illiteracy to the desired target (less than 10%) and also to produce differentiated estimations of the productivity of the 1973 programme which has been calculated as ranging from 40% made literate of the total number enrolled for Acre and 67% for the state of Alagoas.

On the other hand, plans must take into account a phenomenon which is very important in Brazil, namely, that of internal migrations. For example, in the Federal District, from 1973 onwards, the problem will be reduced to identifying and providing for those who have come from other states. In other cases the regular education system leaves considerable gaps and continues to generate illiterates, especially in rural areas. This calls for different strategies in the treatment of the problem.

The Municipal Committees, after a survey, determine the number of adolescents and adults who might, in the areas for which they are responsible, become students under the functional literacy teaching programme and transmit this information to MOBRAL so that the relevent agreement may be concluded and teaching materials supplied. These potential pupils are known as "pupils under agreement". It may be pointed out that in the years 1970 and 1971 their numbers were estimated by the Municipal Committees rather optimistically, and this affected the final productivity of the programme. The difference between the estimated number of pupils under agreement and those who initially attend the courses is called "immediate drop-out". This is naturally followed by other drop-outs up to the end of the fifth month, the difference being called the "ultimate drop-out". Those who complete the course in the fifth month but do not qualify may continue for another month. The total productivity of the system is expressed by the ratio between the number of students successful in the fifth and sixth months and the total number of pupils under agreement.

Between 1970 and 1972 the immediate drop-out fell from 33% to 5%, and the ultimate drop-out fell from 19% to 15%. On the other hand, the rate of successful completion rose from 61% to 64%.

Table 13. Functional literacy teaching. Productivity of the Programme (1970-1972)

Year	Pupils under agreement	Immediate drop-out %	Ultimate drop-out %	Successful completion %	Overall productivity %	Literates produced %
1970	510 340	33	19	61	33	169 943
1971	2 569 862	9	20	62	44	1 139 509
1972	4 274 624	5	15	64	52	2 222 500
Total	7 354 826	–	–	–	48	3 531 952

Source: Document 33

053

Thus productivity was 33% in 1970, 44% in 1971 and 52% in 1972. For the three-year period total productivity was 48%. It is hoped that, with the aid of the Overall Supervision Project, productivity will reach 55% in 1973. This information is summarized in Table 13.

The causes of drop-out in 1970 and 1971 were as follows:

Table 14. Functional literacy teaching. Causes of drop-out. Percentages of the total number of drop-outs

Causes	1970	1971
Work-related problems	30	44
Illness	20	33
Learning difficulties	20	9
Difficulties in reaching the literacy class-unit	6	6
Other	24	8
Total	100	100

Source: Document 33

The directors of MOBRAL estimate on the strength of these results that the level of illiteracy among the population 15 years of age and over, which was 33% in Brazil in 1970, dropped to approximately 26% in March 1973.

The Information Centre which, beginning in 1973, will provide MOBRAL with computerized statistical data, will make for a better understanding and improved planning of all the operations by furnishing at once statistics concerning the number of students and of municipalities covered by agreements, the number of adults made literate, causes of drop-out, the number of literacy teachers, etc. Through sampling techniques this information will also be of a qualitative nature and will make it possible to deduce the main characteristics of those taking part in the various programmes.

The quantitative productivity of MOBRAL is affected, as are all programmes of this kind, by a series of phenomena of which drop-out and promotion seem to be the most important. Hitherto, one out of every two literacy students has been successful at the first attempt. But there is still an immense amount of work to be done and MOBRAL is making annual plans for it. If illiteracy is to be reduced to 5% by 1979, 13,675,000 people must still be made literate. In this calculation account has been taken of those who have already been made literate, illiterates in the 10 to 14 years age-bracket in 1970 and mortality rates.(18)

In addition to this future literacy training work there is also the task of encouraging new literates to continue their studies. More than two million people complete the Literacy Training programme each year but of these the supplementary training system can for the moment accommodate only one million. This justifies experimenting with new techniques which may not only solve this problem in quantitative terms but may also improve the quality of the training by communicating instruction in a different way.

Lastly, in MOBRAL it is fully recognized that, as the programme advances, there is a rise in individual marginal resistence to literacy training among those who may be expected to benefit from it, especially those in rural areas and those who follow the courses but then drop out from them or are classified in the final evaluation as needing further training.

QUALITATIVE PRODUCTIVITY

In evaluating an educational programme, the most important feature is not the knowledge the learner has retained but the changes which the process has brought about in him and in the community to which he belongs. The more completely an educational effort achieves its objectives as expressed in new skills and real behaviour patterns of the individual and the group, the higher is its quality. Because of the endless number of variables involved in the education of adults, measurement of its qualitative productivity is a task with many more unknown quantities than known ones.

MOBRAL now has greater technical resources and is beginning to make a systematic contribution to the clarification of these aspects, mainly through research.

In a reference to this regenerating function which is an attribute of education, one MOBRAL document states: "Education makes a man more rational and conscious of the reality of the world around him, and exercises a decisive influence in the sense of prompting him to co-operate in the common work of development. This fact is related, in a certain sense, to the need for changes in a society which is in course of being modernized. Such changes become possible only when there exists a national outlook which is favourably disposed towards creativity and open to innovation. Education plays an important part in fostering the spirit of regeneration which animates societies in process of evolution."(15)

Literacy training given to more than two million adults each year places Brazil among those countries which accept the challenge of change and which are not content to leave one-third of their adult population beyond the fringe of culture.

The motivations which work in favour of the literacy training and education of adults in general are basically social in character, and the same is true of their effects, which have to be

evaluated by applying this criterion. Quite apart from the fact that adults are potentially in a position to convert the education they have received into a genuinely profitable short-term investment, it should also be recognized that the enjoyment of their civil rights and their greater measure of participation in local and national affairs constitute a social result of the educational process, which is of the greatest importance particularly for students who, like many women, find themselves outside the labour market.

Furthermore, adults who succeed in becoming literate have increased expectations in regard to education and employment. On the one hand, they exert pressure on the further education service in order to be able to continue their studies; and on the other hand, they are channelled to institutions which train manpower, without which the country would be unable to maintain its present rate of growth.

Mention should be made also of the influence that two of MOBRAL's programmes may have on Brazilian society, particularly in isolated areas: the Community Development Programme and Cultural MOBRAL. They are the outcome of a broader conception of education, which involves the attempt to go beyond the scope of systematic training and to direct attention to other dimensions of the human being, with undoubted repercussions on the quality of life of the individual and on society as a whole.

As a result of more analytical research work, mention may be made of some overall effects of the programme on various participants in it.

Effects on participating adults

At a certain stage in the educational process, the adult begins to feel that he is of greater worth. This increase in self-esteem takes place when initial inhibitions about attending a literacy class-unit or an integrated education course have been overcome, a new system of interrelationships has been built up and education has begun to be a meaningful goal in the individual's life-plan. In a summary of the results of an evaluation of the 1971 experimental Integrated Education Project it is stated: "MOBRAL's influence on the social integration of the student is marked basically by the making of new friends, by group cohesion, by meetings for leisure activities, by the help received from new friends and by social standing as a MOBRAL student."(33)

It should be noted that this upgrading of the participating adult is greatly facilitated by the content and style of the teaching material, which encourage a higher degree of self-identification and the development of individual potentials.

The above-mentioned evaluation of the experimental Integrated Education Programme reveals that 35% of the participants who reported that they were in employment had been promoted since becoming literate, while 13% of students possessing citizenship documents and 14% of employment-book holders had acquired them since entering MOBRAL.

It is true that literacy does not always guarantee a higher social and economic status. Nevertheless, progress through the different stages of adult education leads to a greater appreciation of the value of education as an asset in itself, both for participating adults and for their children. "The chief aims of students, once they had completed the integrated education course, were: to have the opportunity to continue their studies with MOBRAL or within the traditional education system, to obtain a better job and, ultimately, to have a more satisfying way of life."(33)

Effects on teaching staff

Generally speaking, those who are responsible for courses in the MOBRAL system express satisfaction of two kinds. Working with adults is "a task which is simpler and offers more creative opportunities"(33) than teaching children, and meeting the demands of an innovating movement in the sphere of education is good experience.

These effects must however be viewed in relation to the different professional situations of the teaching staff.

For a large number of literacy teachers (approximately 47%), whose sole training consists of four years or even less of primary education, working for MOBRAL means, apart from supplementary earnings, an opportunity to obtain basic training and, from 1973 onwards, to benefit from the guidance of the Supervision Project.

For those who are not and never were professional educationists but belong to the category of young second-stage students, members of teacher-training colleges or of universities, contact with adults is a humanizing experience of great importance for the present and for the future. Many of them state that they are engaged in teaching of this kind, perhaps temporarily, not for economic reasons but because of the opportunity it offers them for learning about others and themselves while performing a community service.

Lastly, among the educationists working on MOBRAL programmes there are some who at other times in the day teach children and young people. They say that, although the two teaching situations are quite different, the training, experience and material they receive from MOBRAL have had a positive influence on their work in the regular school system.

Effects on the community

In measure as it extends throughout Brazil, MOBRAL's work has aroused in the community an awareness of a national problem; it has created local machinery for research, planning, organization and supervision; it has brought leaders to the fore; and it has given fresh meaning to the life of individuals who were permanently excluded from public affairs. In short, it has enhanced the internal cohesion of the local community and the feeling that it belongs to the national community with regard to an important goal. There can be no doubt that, in the course of this development, communities have undergone experiences which enable them to cope with other problems as was the case, for instance, with the mass ophthalmology programmes that have been introduced in different parts of the country.

INTERNATIONAL IMPACT

It was estimated that in 1970 there were in the world 783 million illiterates over 15 years of age. There is every reason to believe that in the immediate future this number will continue to increase and that, by the end of the century, illiteracy will still be a serious problem for many developing countries.

Hence the importance of the efforts being made by those nations which are trying to eradicate illiteracy and the undoubted international repercussions of programmes which, like that on MOBRAL, are designed to reduce substantially the number of illiterates.

This world-wide dimension led MOBRAL to set up in September 1972 its International Relations Department. Its main functions are: exchange of information, assistance to foreign visitors and preparatory work for international meetings, whether organized by MOBRAL or by other institutions in which MOBRAL is represented.

Every year MOBRAL organizes numerous activities to celebrate International Literacy Day (8 September). Within the framework of the annual celebration of this day organized by Unesco, MOBRAL received in 1972 an honourable mention in connexion with the Mohammad Reza Pahlavi Prize.

Meetings held abroad

The technical staff of MOBRAL participates to an increasing extent in courses and meetings organized both within the region of Latin America and elsewhere. Some of its specialists have attended the courses of the Regional Centre for Functional Literacy Teaching in Rural Areas of Latin America (CREFAL, Mexico) and those of the Regional Centre for Adult Education (CREA, Venezuela).

MOBRAL technicians attended the Adult Education Workshop organized by the department of Educational Affairs of the OAS and by the National Directorate of Adult Education of the Argentine Republic, which was held in Buenos Aires in April and May 1972.

The Movement has also been represented at various international meetings and conferences.

MOBRAL's international activities in Brazil -

An operational seminar on functional literacy teaching, organized by CREFAL in the Amazon region with the participation of MOBRAL in its operational phase, was held in August 1973.

Under the Brazil-Senegal Cultural Agreement, MOBRAL will co-operate with the Government of Senegal in the field of literacy teaching. The Senegalese Director of Literacy Training visited Brazil to make a tour of observation of the programme. It was decided that a training course, lasting approximately one month, for Senegalese technicians accompanied by representatives of other African countries would be held in Brazil in mid-1973. The course, which was entirely financed by MOBRAL, included a period of field work.

Lastly, mention should be made of the inter-American Seminar on Adult Education, organized by MOBRAL in co-operation with Unesco, which was held from 9 to 18 April 1973. The seminar was attended by 20 invited foreign participants, for the most part directors of literacy training and adult education programmes in countries of Latin America and the Caribbean, four Unesco experts, 95 MOBRAL staff members and 27 representatives of other bodies.

During the Seminar the participants had the opportunity to discuss the strategic implications of the mass approach to the problem of illiteracy, with regard to such matters as the preparation of teaching material on a national scale, unconventional methods of staff training and the functional aspects of educational processes. (38)

Side by side with the Seminar, there were also wide-ranging exchanges of views between departmental heads which may in the future lead to bilateral co-operation.

Conclusion

In the course of this survey, some of the most important educational problems of Brazil, and amongst them illiteracy, have been reviewed and a description has been given of the Brazilian Literacy Movement (MOBRAL) which the Brazilian authorities have entrusted with the task of drastically reducing the illiteracy rates revealed by the 1970 census. Information has been given on the legal and conceptual bases of the Movement, its organization, the persons involved in the programme, the different fronts on which MOBRAL works and its technical characteristics, and also on the results which have so far been achieved.

In conclusion, and even at the risk of restating some of the assessment which appear in earlier chapters, a summary will be given below of some of the most outstanding features of the organization and work of MOBRAL.

It should be noted in the first place that, as shown by the 1970 population census, the problem of illiteracy was extremely serious in Brazil up to that year. Although the illiteracy rates have continually decreased, there has been a steady increase in absolute terms. In 1970, one-third of the population aged 15 years or over was illiterate, with a total of some 18 million. The immediate cause of this is the inadequate schooling of the school-age population.

MOBRAL was set up to tackle this problem vigorously. Its main features are: the strength of its support by the Brazilian Government in implementation of the decision to eliminate illiteracy taken by the Government at the highest level; the MOBRAL foundation is technically and financially independent; the adequacy of its financing for the purpose of achieving its objective; full knowledge and utilization of civic resources and, in particular, the participation of local authorities and communities in the execution of the programme; abundant teaching material of high quality; and the high professional qualifications of its technical staff.

In its efforts to achieve a substantial reduction in the size of the illiteracy problem within a short period of time, MOBRAL has opted for a policy of action on a massive scale to which all the constituent elements of the system have been adapted: organization, teaching material, training of staff, Overall Supervision Project, etc. In support of this policy, advanced techniques are being increasingly applied, including the use of radio, television and centralized data processing. In its interpretation of functional literacy training MOBRAL endeavours to bring to the enormous proportions of the problem to be solved, which determine the mass strategy adopted, the treatment of the fundamental features characteristic of Brazilians and Brazilian society, and a serious determination to train literacy workers so that, in the educational process, they are able to take into account the local conditions of existence.

Furthermore, being convinced that literacy which is acquired in courses lasting six months or less is inadequate for the needs of modern man, MOBRAL, either acting independently or through agreements with other institutions, has organized the Integrated Education, Community Development and Cultural MOBRAL programmes. These activities provide for adult students valuable opportunities for cultural, economic and social advancement and, at the same time, in the context of Brazilian education as a whole, constitute a first step towards the creation of an integrated system of adult education and thereby contribute towards the realization of the concept of life-long education.

It should be pointed out that, in an overall situation which is favourable to the expansion of the educational system, the Brazilian masses have responded very positively to the educational opportunities offered by MOBRAL. Adolescents and adults of both sexes seeking opportunities to continue their studies have enrolled in the literacy class-units on a scale which in certain regions is more than the educational system can cope with.

This encouraging trend may be accounted for by the desire for social advancement which motivates the population of Brazil and also by the suitability of the syllabuses, methods and materials devised for use by MOBRAL so as to cater for the specific needs and interests of adults.

Nevertheless, the task which still remains to be carried to achievement is enormous and will require persistent effort on the part of MOBRAL and other bodies, both within the educational system and outside it, with which MOBRAL co-operates. It is essential to make school education for children universal, and thus to halt the flow of future illiterates; the development of MOBRAL's programmes in rural areas, which has already been started, calls for the adoption of new methods and techniques and the organization of widely scattered populations, taking into account their cultural characteristics, including the fact that they have hitherto had very little use for literacy. A further effort will have to be made by states and municipalities to absorb in more widely scattered Integrated Education courses the large numbers of adults who are made literate each year by MOBRAL, and bodies specializing in the training of manpower will have to extend the scope of their activities so that they may be able to furnish for the educational process its essential economic component. Lastly, action on such a scale cannot fail to give rise to considerable changes in social behaviour and these will have to be studied in due course. For the purpose of tackling these essential tasks and completing its literacy programme pure and simple, MOBRAL now has at its disposal, in addition to the efficient organization which it has itself already set up and consolidated, the new Research and Supervision services which, within the framework of MOBRAL, are the bodies most conscious of the problems that still remain to be solved and best able to evaluate the results as they are achieved.

Lastly, it must be recognized that the work of MOBRAL already extends beyond the frontiers of Brazil and, with all its problems and solutions, is an integral part of the effort being made in Latin America and throughout the world to promote education and development. MOBRAL has neither attempted nor found it necessary to evolve an original doctrine or a rigid method for combating illiteracy. It has established an institutional system and a strategy which are appropriate to the special characteristics of the Brazilian people. MOBRAL is demonstrating once again that, in certain circumstances, it is possible, even in the short term, to extend literacy and education to the population as a whole. The work being done by MOBRAL may therefore constitute a field for profitable study by all countries, institutions and specialists engaged on the same task.

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Annex 1

TEXT OF LAW 5,379 OF 15 DECEMBER 1967

On functional literacy training and the life-long education of adolescents and adults

By the President of the Republic

We hereby proclaim that the National Congress decrees and we sanction the following Law:

Article 1. Functional literacy training and, in particular, the life-long education of adolescents and adults shall constitute permanent priority activities in the Ministry of Education and Culture.

Sole paragraph. These activities will, in their initial phase, achieve their objectives in six successive periods of 4 (four) years, the first designed for illiterate adolescents and adults up to 30 (thirty) years of age, and the second for illiterates over 30 (thirty) years of age. Following these two periods, the life-long education of adults will be pursued in a continuous manner and without any discrimination on the ground of age.

Article 2. Programmes concerned with functional literacy training and the life-long education of adolescents and adults shall be implemented with the co-operation of the civil and military authorities and bodies of all administrative areas, under arrangements to be determined by decree, and, on a voluntary basis, with that of students of university and secondary school level who are able to provide such co-operation without prejudice to their own training.

Article 3. Approval is hereby given to the Plan for Functional Literacy Training and Life-long Education of Adolescents and Adults that accompanies this Law, subject to annual revisions in accordance with the available means and the results achieved.

Article 4. The Executive Power is authorized to set up a Foundation, entitled the Brazilian Literacy Movement - MOBRAL, for an unlimited period, its headquarters and legal domicile being established in the city of Rio de Janeiro, in the State of Guanabara, for such time as the transfer to Brasilia of its headquarters and legal domicile is not possible.

Article 5. MOBRAL shall be the executive organ of the annexed Plan referred to in Article 3.

Article 6. MOBRAL shall enjoy administrative and financial independence and shall acquire legal status upon registration in the Civil Register of Legal Entities of its constitution with which shall be presented its statute and the Decree conveying the approval of the Executive Power.

Article 7. The financial resources of the Foundation shall be constituted of

(a) budgetary grants and subventions from the Union;

(b) donations and contributions from national, international or multinational private or public entities, and from individuals;

(c) any income.

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Article 8. The head of the National Department of Education shall be the President of the Foundation.

Article 9. The staff of MOBRAL shall be recruited by its President from the Federal Public Service.

Article 10. MOBRAL shall be empowered to conclude agreements with any public or private, national, international or multi-national entities for the execution of the approved Plan and its revisions.

Article 11. Educational radio, television and cinematograph services shall, in so far as functional literacy training and the further education of adolescents and adults are concerned, constitute a general system incorporated in the Plan referred to in Article 3.

Article 12. Should MOBRAL be dissolved for any reason, its resources shall be incorporated in the assets of the Union.

Article 13. The present Law shall enter into force on the date of its publication.

Article 14. Any provisions to the contrary are hereby revoked.

Brasilia, 15 December 1967, 146th year of Independence and 79th year of the Republic.

ARTUR DA COSTA E SILVA
Tarso Dutra

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Annex 2

REGIONS, STATES AND TERRITORIES IN WHICH MOBRAL OPERATES

Regions	Towns in which Head-quarters are situated	States and Territories
North	Manaus (Amazonas)	Acre Amapá Amazonas Pará Rondônia Roraima
North-east	Recife (Pernambuco)	Alagoas Bahia Ceará Fernando de Noronha Maranhão Paraíba Pernambuco Piaul Rio Grande do Norte Sergipe
South-east	Belo Horizonte (Minas Gerais)	Espírito Santo Guanabara Minas Gerais Rio de Janeiro São Paulo
South	Novo Hamburgo (Rio Grande do Sul)	Paraná Rio Grande do Sul Santa Catarina
Mid-west	Brasília (Federal District)	Federal District Goiás Mato Grosso

Annex 3

MODEL AGREEMENT CONCLUDED BETWEEN MOBRAL AND THE MUNICIPAL COMMITTEES

MINISTRY OF EDUCATION AND CULTURE

BRAZILIAN LITERACY MOVEMENT FOUNDATION - MOBRAL

AGREEMENT CONCLUDED BETWEEN THE BRAZILIAN LITERACY MOVEMENT FOUNDATION - MOBRAL - AND THE MOBRAL MUNICIPAL COMMITTEE IN THE MUNICIPALITY OF . . . . . WITH THE PARTICIPATION OF THE MUNICIPAL PREFECTURE OF . . . . . FOR THE EXECUTION OF THE PLAN FOR FUNCTIONAL LITERACY TRAINING AND THE LIFE-LONG EDUCATION OF ADOLESCENTS AND ADULTS

On the . . . . . day of the month of . . . . . of the year 197 . . , the BRAZILIAN LITERACY MOVEMENT FOUNDATION - MOBRAL, represented for the purposes of this instrument by its President Dr. MARIO HENRIQUE SIMONSEN or by its legal representative . . . . . and the MOBRAL Municipal Committee of . . . . . represented by its President Mr. . . . . or by his duly authorized representative, by delegation of powers, with the participation of the Municipal Prefecture of . . . . . represented by His Excellency Mr. . . . . or his legal representative, hereinafter called respectively, Central MOBRAL, Municipal MOBRAL and the PREFECTURE, having regard to the information available concerning the mobilization of the Municipality for the purposes of this Agreement and, in particular:

(a) the zoning of the town;
(b) the census of illiterates;
(c) the siting and number of literacy training class-units;
(d) the number of pupils enrolled; and
(e) the number of literacy teachers;

hereby agree to the conclusion of the present Agreement subject to the following clauses and conditions:

CLAUSE I: The purpose of this Agreement is the establishment, within the sphere of action of the Municipality, of the programme for the eradication of illiteracy, a permanent priority activity referred to in Law 5,379 dated 15 December 1967, Official Journal of 19 December 1972.

CLAUSE II: The present Agreement is concluded pursuant to the Plan for Functional Literacy Training and the Life-long Education of Adolescents and Adults referred to in Article 3 of the aforesaid Law 5,379.

CLAUSE III: For the implementation of the present Agreement, Municipal MOBRAL, which is the agent for its execution and is basically responsible for the financial arrangements which are the subject of the present Agreement, shall establish a Special Fund for Literacy Teaching, constituted of:

I. budgetary resources assigned to it by the PREFECTURE;
II. resources provided by Central MOBRAL as fixed by the present Agreement and transferred in instalments;
III. community resources;
IV. assistance, subventions, donations and any legacies bestowed upon it by public or private entities or by physical persons;
V. bank interest accruing from the Fund; and
VI. other resources.

SOLE PARAGRAPH: In the event of proven impossibility to obtain a budgetary appropriation or a contribution from the community (absence of tax revenue, public calamity, failure of production, etc.) the Fund shall be constituted exclusively of resources allocated by Central MOBRAL.

CLAUSE IV: For the implementation of the present Agreement, Central MOBRAL shall transfer to Municipal MOBRAL:

I. Cr$ . . . . . per pupil/programme in the Functional Literacy Training area, intended exclusively for the remuneration of literacy teachers;

II. Standard sets of literacy training material intended exclusively for the pupils and literacy teachers covered by the present Agreement.

§ 1. By "Pupil/programme" is meant a literacy pupil who has completed the minimum programme of the course established by Central MOBRAL in accordance with its operational standards.

§ 2. Central MOBRAL shall be responsible also for:

(a) following the development of the programme in all its phases, through the actual participation of its technical staff in the work of planning, co-ordination, supervision and evaluation;

(b) organizing the training of literacy teachers;

(c) co-ordinating the operations covered by the present Agreement for the specific purpose, inter alia, of ensuring the integration in the national sphere of action of the operations provided for in the Plan for Functional Literacy Training and the Life-long Education of Adolescents and Adults;

(d) carrying out, at any time, such inspections and amendments as may be considered necessary, and for exercising supervision to ensure the faithful observance of the aims of the present Agreement.

CLAUSE V: Municipal MOBRAL shall be required, in addition to complying with legal formalities:

I. To observe such directives and standards relating to the execution of the programme as may be prescribed by Central MOBRAL.

II. To determine the norms for the utilization of the operational capacity of the Municipality and for the most effective application thereof in fulfulment of the objectives of the present Agreement.

III. To arrange for the inclusion in the Budget of the Prefecture of the appropriation for the Special Fund for Literacy Training referred to in Clause III.

IV. To provide the human resources required for achieving the objectives herein agreed upon.

V. To administer the Special Fund for Literacy Training through its President and the Financial Affairs Officer and/or the Secretary of Municipal MOBRAL.

VI. To draw up reports on activities and to render accounts in accordance with such norms as may be established by Central MOBRAL.

CLAUSE VI: The intervention of the STATE will be effected through its participation, in the case of Municipal MOBRAL, in matters relating to human resources and technical assistance, in accordance with the directives of Central MOBRAL.

CLAUSE VII: The intervention of the PREFECTURE will take the form, inter alia, of providing legal, material, human and financial support.

CLAUSE VIII: The present Agreement, to the amount of Cr$ . . . . . (. . . . .), is based on the documentation, referred to in the preamble, submitted by Municipal MOBRAL, in which it is stated that training will be provided for . . . . . students.

§ 1. Should changes occur in the number of students as a result of drop-outs, Central MOBRAL will, in order to meet this contingency, refund the relevant amounts that were provided in cash for the execution of the present Agreement, subject to the consideration that the amount provided must correspond to the number of pupils who complete the MINIMUM LITERACY TRAINING PROGRAMME multiplied by the pupil/programme cost.

§ 2. When, on the other hand, the change is due to an increase in the number, Central MOBRAL will bear the corresponding supplementary cost provided that the increase in the number of pupils occurs during the first two months of the course.

CLAUSE IX: The present Agreement shall remain in force for a fixed term of 5 (five) months as from the date of its signature and the educational activities shall commence on the . . . . day of . . . . . of the current year. The Agreement may be cancelled at any time by any one of the parties, on the ground of non-fulfilment of any of the clauses and obligations hereby agreed upon.

SOLE PARAGRAPH: For pupils who have not succeeded in becoming literate by the fifth month, a sixth month of training may be provided, to be financed by Central MOBRAL at the rate of Cr$ . . . . . (. . . . .) per pupil in attendance during such sixth month.

CLAUSE X: The transfer of funds by Central MOBRAL shall be effected in 3 (three) instalments, as follows:

I. The first instalment, amounting to 30 per cent, immediately after receipt of the present Agreement by Central MOBRAL;

II. The second instalment, after receipt of the Attendance Sheet for the second month;

III. The third instalment, after receipt of the Attendance Sheet for the fourth month.

§ 1. In calculating the second instalment, account will be taken of:

(a) the fall-out or increase in the number of pupils during the period; and
(b) the first instalment already remitted.

§ 2. In calculating the third instalment, account will be taken of:

(a) the drop-out of pupils during the period; and
(b) the instalments already remitted.

§ 3. The Attendance Sheets referred to in the present Clause shall serve as proof of the amounts transferred, Municipal MOBRAL being solely responsible for the accuracy of the statements contained therein.

CLAUSE XI: Certificates attesting completion of the course for successful pupils shall be despatched only after the receipt of the Attendance Sheet for the fifth month.

CLAUSE XII: Any unforeseen situations arising in the execution of the present Agreement shall be resolved by mutual agreement between the contracting parties.

CLAUSE XIII: It is hereby established that the Court of the city of Rio de Janeiro, to the exclusion of any other, regardless of its status, shall be competent to settle any dispute arising from the present Agreement.

In accordance with the law and in full agreement with all the clauses and conditions stipulated herein, the present document has been signed and witnessed by the persons named hereunder for all legal purposes and is binding upon the signatories and their successors,

. . . . . of . . . . . 197 . . .

. . . . . .
FOR CENTRAL MOBRAL

. . . . . .
PRESIDENT OF MUNICIPAL MOBRAL

. . . . . .
MUNICIPAL PREFECT

WITNESSES:

. . . . . .

. . . . . .

Annex 4

PRINTED TEACHING MATERIALS
USED IN THE VARIOUS MOBRAL PROGRAMMES

Literacy training programme

For use in literacy training there is a series of four textbooks produced by three publishing houses, as follows:

Purpose	Publishing houses		
	Abril S.A.	Bloch Editôres S.A.	Gráfica Editôra Primor S.A.
To help beginners in elementary reading	LIVRO DE LEITURA (Reader) 66 pp.	ROTEIRO DE ALFABETIZAÇÃO (Literacy Guide) 64 pp.	LEITURA (Reader) 62 pp.
Practice in basic writing skills	LIVRO DE EXERCÍCIOS (Exercises) 66 pp.	ROTEIRO - EXERCÍCIOS DE LINGUAGEM (Guide - writing exercises) 66 pp.	EXERCÍCIOS DE ESCRITA (Writing exercises) 63 pp.
To help beginners in elementary arithmetic	LIVRO DE MATEMÁTICA (Arithmetic manual) 66 pp.	ROTEIRO - EXERCÍCIOS DE MATEMÁTICA (Guide - arithmetic exercises) 60 pp.	MATEMÁTICA (Arithmetic) 62 pp.
To suggest to literacy teachers norms applicable in the literacy training process	MANUAL DO PROFESOR (Teacher's manual) 66 pp.	ROTEIRO DO ALFABETIZADOR (Guide for literacy teachers) 64 pp.	GUIA DO PROFESOR (Teacher's Guide) 62 pp.

Before the end of his literacy training course, the participant receives up to four amply illustrated textbooks for the practice of reading. They are designed to enhance the dignity of the adult as a person who, in becoming literate, has taken an important step in his life. At the same time they convey to the participants knowledge on matters of health, nutrition, employment, social welfare, civic rights and family life, and guide them towards agricultural work, crafts, simple building and construction work in the home, and women's household tasks. Details of these textbooks, giving name of publisher, title and number of pages, are as follows:

Abril S.A. EU AGORA SOU MAIS EU (Now I am more myself), 66 pp.

Bloch Editôres S.A. ROTEIRO - LER E APRENDER (Guide - reading and learning), 66 pp.

Livraria José Olympio Editôra. LEIA E FAÇA VOCÊ MESMO (Read and do it yourself) 64 pp.

Edições Melhoramentos. QUEM LÊ . . . VAI LONGE (He who reads . . . goes far), 60 pp.

In the final weeks of literacy training help is given also by the distribution of the "JORNAL DO MOBRAL" (MOBRAL NEWSLETTER) of which 2 million copies are published every fortnight. Its 8 pages (30 x 19 cm., with illustrations in colour), contain brief notes concerning MOBRAL, Brazil and the world, biographical and historical reviews, features on health, popular arts, subjects of interest and amusements, sport and the "monitor's column" with suggestions for the work of literacy teachers.

Purpose	Publishing houses		
	Abril S.A.	Bloch Editôres S.A.	Livraria José Olympio Editôra
To help in the integrated treatment of subjects of interest to adults, encouraging the practice of reading, the development of logical thinking and the broadening of knowledge. The material establishes the value of personal endeavour, work, study and participation in the life of the community and the nation. The thought-provoking subjects include the problems, resources and achievements of modern Brazil, the rudiments of science, the progress of technology throughout the world, questions of nutrition, health and housing, civic education and education for work, legends, customs and popular arts. The material, amply illustrated with colour photographs, is devised to interest both the city-dweller and the rural inhabitant, and thus promote national integration.	BOA PERGUNTA (A good question) 176 pp.	TEXTOS (Texts) 96 pp.	ESCADA - LIVRO TEXTO (The Ladder - textbook) 123 pp.
To help both literacy teachers and participating adults to interpret correctly the expressions used in the other textbooks, expand vocabulary and stimulate self-training. Texts are set out as simple dictionaries, and one is illustrated with photographs.	PARA SUA INFORMACAO (For your information) 112 pp.	CONSULTAS (questions and answers) 48 pp.	ESCADA - VOCABULARIO (The Ladder - vocabulary) 30 pp.
To encourage individual study by means of a text that follows the sequence of the thought-provoking subjects in BOA PERGUNTA. Includes questions and exercises in mathematics.	LIVRO DE EXERCICIOS (Exercises) 192 pp.		
To help the beginner in mathematics, encouraging self-directed training, by the inclusion of numerous exercises so that the material serves both as a textbook and as an exercise-book.		MATEMÁTICA I (Mathematics I) 64 pp. MATEMÁTICA II (Mathematics II) 64 pp.	ESCADA - MATEMÁTICA (The Ladder - Mathematics) 126 pp.
To help the educationist in his teaching work with manuals which give guidance in various ways concerning the principles of adult education, the planning of group work and the treatment of the thought-provoking subjects and of the mathematics included in the other textbooks. The manuals encourage an integrated approach to the curriculum.	GUIA DO PROFESOR (Teacher's Guide) 199 pp.	LIVRO DO PROFESOR (Teacher's Manual) 143 pp.	ESCADA - LIVRO GUIA (The Ladder - Guide) 103 pp.

Integrated Education programme

Material for the assistance of adults following the Integrated Education course consists of three series, each of four textbooks, produced by three publishing houses. Although with slight differences, the pattern and content of curricula are similar, as shown in the summary on page 66. For the Integrated Education course also there are four books the object of which is to broaden the cultural horizon of the adult and to strengthen positive attitudes towards himself, his country and society, to explore the past and the remote realms of space, and to extend his modest personal and family library with attractive works, illustrated with photographs and diagrams, for possible occasional reference. These volumes, in which emphasis is placed on geographical and historical subjects, include also, among a variety of other topics, elementary sex education, references to the conquest of space, crossword puzzles and exercises for the participant adult. The content and form of presentation may also contribute to the broadening and updating of the educationist's general culture. Titles and publishing houses are as follows:

Abril S.A. ASSIM É NOSSA TERRA, NOSSO MUNDO (Such is our Earth, our World) 159 pp.

Bloch Editôres S.A. ROTEIRO DE CONHECIMENTOS (Guide to knowledge) 162 pp.

Livraria José Olympio Editôra. NOSSO MUNDO (Our World) 157 pp.

Edições Melhoramentos. COMECE A CONHECER O SEU PAIS (Begin to know your country) 160 pp.

For the Integrated Education programme also there is a periodical, INTEGRAÇÃO (Integration) of which a million copies are issued monthly. It has four illustrated pages, 36 x 28 cm., dealing with topical subjects of national and international interest, and a sports page. In addition to conveying information and providing opportunities for reading practice, it inculcates the habit of consulting the daily press.

Community Development programme

Bloch Editôres S.A. has produced three manuals for this programme. They contain numerous diagrams and photographic illustrations. Details are as follows:

VOCÊ É LÍDER (You are a leader) for members of the Municipal Committees, 34 pp.

VOCÊ É AÇÃO (Your name is action) for community leaders, 64 pp.

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UNESCO PUBLICATIONS: NATIONAL DISTRIBUTORS

Argentina	Editorial Losada, S.A., Alsina 1131, BUENOS AIRES.
Australia	*Publications:* Educational Supplies Pty. Ltd., Box 33, Post Office BROOKVALE 2100, N.S.W. *Periodicals:* Dominie Pty. Ltd., Box 33, Post Office, BROOKVALE 2100, N.S.W. *Sub-agent:* United Nations Association of Australia (Victorian Division), 5th Floor, 134-136 Flinders St., MELBOURNE 3000.
Austria	Verlag Georg Fromme & Co., Arbeitergasse 1-7, 1051 WIEN.
Belgium	Jean De Lannoy, 112, rue du Trône, BRUXELLES 5. CCP 708 23.
Bolivia	Librería Universitaria, Universidad San Francisco Xavier, apartado 212, SUCRE.
Brazil	Fundação Getúlio Vargas, Serviço de Publicações, caixa postal 21120 Praia de Botafogo 183, RIO DE JANEIRO, G.B.
Bulgaria	Hemus, Kantora Literatura, bd. Rousky 6, SOFIJA.
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